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ABSTRACT

This report provides information about programs that can be replicated and resources that can be tapped to design and implement strategies for helping women on welfare become productive employees. The first part describes major welfare programs in the United States and welfare-to-work programs initiated in selected states over the past several years. State profiles are presented for Massachusetts, New York, California, Maryland, and Pennsylvania. A brief compilation of the programs available throughout the United States is given in a table showing the status of welfare-to-work programs in the 50 states. The second part of the report features case studies of employment and training programs oriented to welfare recipients in 15 communities around the nation. They include Toledo, Ohio; Coffeyville, Kansas; Chautauqua, New York; Wausau, Wisconsin; Arkansas; Charleston, West Virginia; Sturgeon Bay, Wisconsin; Phoenix, Arizona; Allentown, Pennsylvania; St. Paul, Minnesota; Albuquerque, New Mexico; St. Johnsbury, Vermont; Pittsburgh, Pennsylvania; St. Paul, Minnesota; and New York, New York. Appendixes provide a directory of welfare-to-work program contacts in each state and a bibliography. (YLB)

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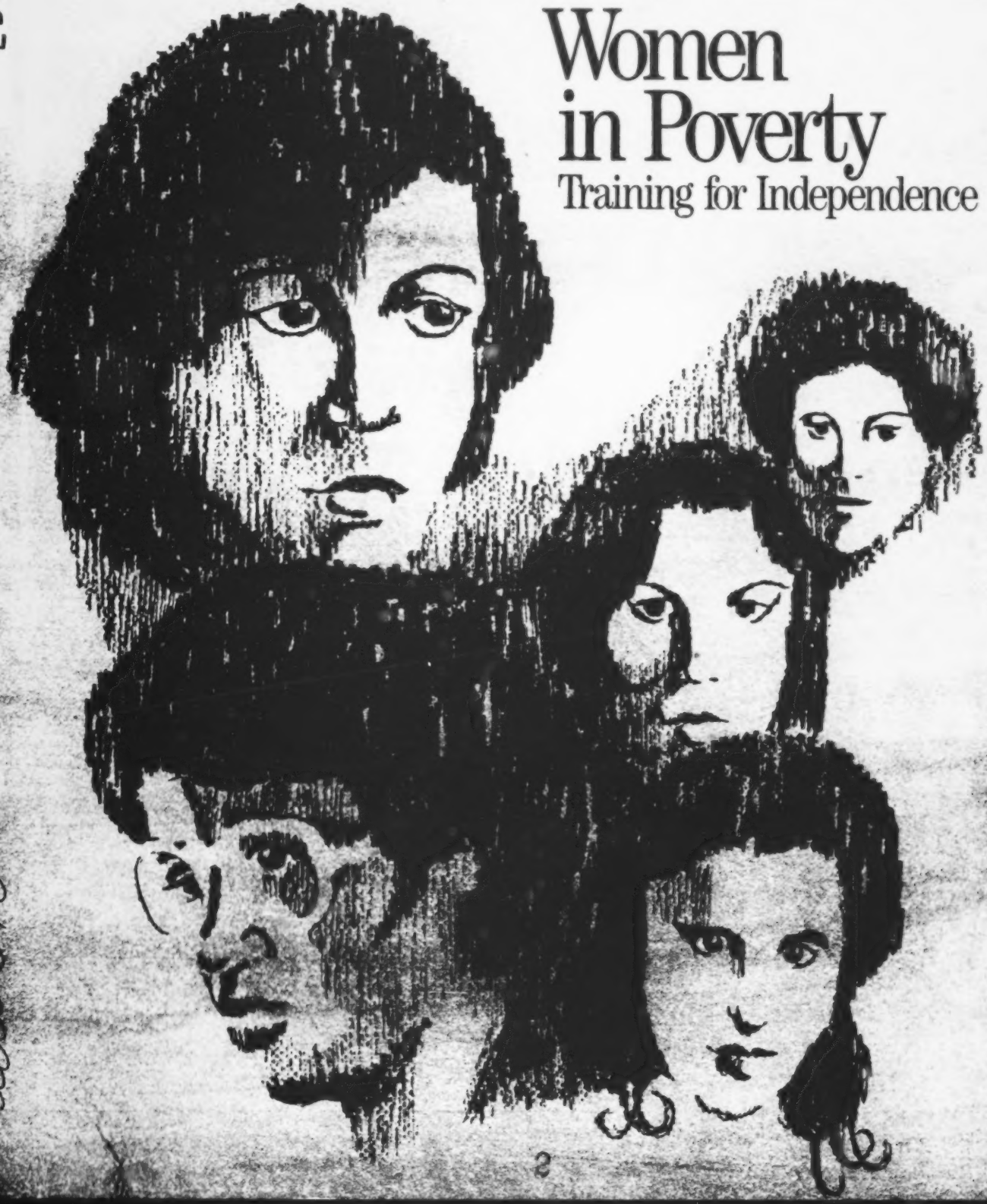

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Women in Poverty:
Training for Independence

Second Edition

The National Alliance of Business (NAB) is an independent, business-led, non-profit corporation whose mission is to increase private sector training and job opportunities for the economically disadvantaged and long term unemployed by building and strengthening public/private partnerships of business, government, labor, education and community based groups.

Special appreciation is extended to:

The Dayton-Hudson Foundation

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Copies of this publication have been distributed without charge to state welfare offices as well as state and local JTPA administrative entities and private industry councils. Additional copies may be obtained for $7.95 by writing or calling the NAB Clearinghouse, 1015 15th Street, NW, Washington, DC, 20005, (202) 289-2910. Please order publication number R003244.

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Foreword

This report presents stories of hope and opportunity for women in poverty, stories of women who have succeeded in moving from dependence on welfare to a life of employment and independence. Equally, *Women in Poverty: Training for Independence* describes the success stories of state and local officials, business leaders, and community organizations across the country who have succeeded in organizing and delivering job training services with fresh insights and renewed energy -- stories of cooperation and innovation.

Since our economy can tolerate neither the cost of benefits nor the loss of productivity associated with high rates of unemployment and underemployment, we must develop programs that both prevent the increase and reverse the trend of chronic unemployment among particular segments of our population. Among those most at risk of becoming or remaining chronically poor and unemployed are young and adult women - particularly those who are members of households already receiving welfare benefits.

Poverty and unemployment among women, especially those on welfare, are critical problems for our country. Eleven million people were receiving Aid to Families with Dependent Children (AFDC) in 1988. In 1987, the government spent more than $30 billion on AFDC, food stamps and Medicaid benefits. To lower the cost of these programs and raise our nation's productive capacity, professionals in social service and job training agencies must design strategies and plan programs to help disadvantaged women obtain productive employment.

Dedicated organizations are finding ways to make independence possible for thousands of disadvantaged women, despite the difficulty in serving poor, unemployed women, who possess limited education, work experience, and training. Displaced homemakers, teen mothers, and older women are finding help from community based organizations, state governments, and other employment and training agencies across the country.

Information about what programs work best and what conditions are necessary for success needs to be spread quickly to program operators and service providers at the state and local levels. For this reason, the National Alliance of Business (NAB) and the Dayton-Hudson Foundation joined to collect and disseminate information about programs that can be replicated and resources that can be tapped to design and implement strategies for helping women on welfare become productive employees.

The result of the collaboration of the Alliance and Dayton-Hudson, *Women in Poverty: Training for Independence* contains encouraging accounts of programs that have made the dream of self-sufficiency a reality for the female poor in America. We hope this new publication stimulates discussion and helps practitioners replicate programs that work for poor, disenfranchised women.

WILLIAM H. KOLBERG
President
National Alliance of Business

Acknowledgments

The National Alliance of Business is pleased to have had the opportunity to join with the **Dayton-Hudson Foundation** to compile and present this diversity of solutions to the pervasive problem of women's poverty. By emphasizing what's new, what's unique, and what works, this publication provides ideas, contacts and encouragement to those interested in addressing this issue.

This second edition of *Women in Poverty: Training for Independence* reflects the major changes that have occurred in efforts to address the employment needs of women in poverty since the publication first appeared in 1986. Alliance staff were compelled to make major revisions in the original publication because of the rapid expansion of welfare-to-work programs in most states and the Congressional movement to pass comprehensive welfare reform legislation featuring expanded work programs.

The report is composed of two parts. The first part describes major welfare programs in the United States and welfare-to-work programs initiated in selected states over the past several years. The second part features case studies of employment and training programs oriented to welfare recipients in 15 communities around the nation. Appendices provide a directory of welfare-to-work program contacts in each state and a bibliography.

All 20 programs described are representative of the more than 145 initiatives that NAB staff researched, documented and included in the Clearinghouse Database of programs and resources, with the support of the Dayton-Hudson Foundation project. Some of the state and local case studies appeared previously in slightly altered form as feature stories in the National Alliance of Business newspaper, *WorkAmerica*, and program descriptions from the NAB Clearinghouse Database. Appreciation is extended to *WorkAmerica*, executive editor, Alan Vanneman, for his cooperation in the use of these stories.

To find out how states and localities are meeting the challenge, Clearinghouse staff interviewed dozens of program operators across the country. The program descriptions chosen for this report are representative of the wide variety of efforts being undertaken to break through the obstacles which prevent welfare women from helping themselves out of poverty and hopelessness.

The first edition of *Women in Poverty* was researched and prepared by Jeb King. This edition was revised and edited by Garrison Moore of the Alliance Clearinghouse staff. Gera Christian, Peter Edwards, Nickie McKenzie, Beth Pratt-Dewey, and Norene Syrek provided production assistance. Beth Colton contributed the review of current public assistance programs.

The NAB Clearinghouse tracks state-of-the-art techniques for administering job training and economic development efforts. To learn about additional welfare-to-work programs and strategies, contact the Alliance's national information sharing network by calling the NAB Clearinghouse at (202) 289-2910.

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PART I

New Approaches to Welfare and Work: The States Take the Lead

Introduction

Women, Welfare, and Work

Roughly half of all poor families are now headed by women, and female-headed families with children are nearly five times more likely to be poor than other households. Impoverished families headed by women are as a group heavily dependent upon welfare for support. The feminization of poverty deserves a prominent place on the nation's social welfare agenda for it threatens to create a permanent, dependent underclass with no significant hope of economic advancement and self-sufficiency. Sar Levitan, *Programs in Aid of the Poor.* (Washington, DC: Johns Hopkins University Press, 1985), p. 13.

The Scope of the Problem

In the United States today, 3.7 million families receive Aid to Families with Dependent Children (AFDC). The vast majority of these families are headed by women.

It is widely recognized that many, if not most, of these women would prefer regular employment to continued reliance on government support. However, continued reliance on AFDC and other forms of welfare is understandable when one considers the education and employment histories of women on welfare.

The employment barriers of welfare recipients have been carefully documented over the years. A 1979 study showed only four out of every ten AFDC mothers were high school graduates. In 1982, 61 percent of Work Incentive Program (WIN) participants scored below the 8th grade level in math and 44 percent scored below that level in reading competency. Currently, two-thirds of the enrollees in the California welfare to work program require some remedial education before they can participate effectively in job training activities, according to state officials.

Furthermore, nearly one-fourth of AFDC mothers have never been employed. And those who have work experience have often been employed in occupations that neither offer nor require skill training.

The obstacles of inadequate education, insufficient training, and lack of work experience make the cycle of dependency difficult to break. Add to these problems the lack of affordable child care and the fear of losing medical benefits and the challenge is apparent.

In recognition of the severity of this problem, a variety of federal, state and local agencies and organizations have developed and implemented programs to help poor women become economically self-sufficient.

The growing costs of welfare programs and the recognition that the nation can ill afford the loss of human capital represented by those on welfare in a competitive world economy, have combined with traditional humane concerns to provide broad public support for such efforts.

These efforts are generally referred to as "welfare-to-work" programs and have been spearheaded by the states. But before analyzing the individual welfare-to-work programs, one might find a review of the major welfare programs in the United States helpful.

Welfare In the United States

The term "welfare" is often used quite loosely. Unfortunately, many Americans know little of the origin or distinctions among the various programs that provide assistance to the poor in this country.

As the following descriptions indicate, the states play a major role in administering all welfare programs, even in cases where

the federal government pays the full cost of the program. In many states, localities share in both the cost and the administration of welfare programs.

Cash Assistance Programs

Aid to Families with Dependent Children. Aid to Dependent Children (ADC) was established by the Social Security Act of 1935 as a cash grant program to enable states to aid needy children without fathers.

Renamed Aid to Families With Dependent Children (AFDC), the program provides cash welfare payments for needy children (and their mothers or other caretaker relatives) who have been deprived of parental support or care because their fathers or mothers are absent from home continuously, incapacitated, unemployed, or deceased.

States define "need," set their own benefit levels, establish income and resource limits (within federal limitations), and administer the program or supervise its administration.

All states, the District of Columbia, Guam, Puerto Rico, and the Virgin Islands offer AFDC to needy children without able-bodied fathers at home, and 26 jurisdictions also offer federal cash supplements to children in two-parent families who are needy because of the unemployment of one of their parents (AFDC-UP). Eligibility for AFDC on the basis of a parent's unemployment is limited to those families in which the principal wage earner is unemployed.

Federal law requires certain able-bodied recipients, including mothers whose youngest child is at least six years old, to register for work or job training. States may require work registrants to participate in one of several work programs: Work Incentive Program (WIN), Community Work Experience Program (CWEP), Work Supplementation, or Job Search. Each state establishes its own "need standard" (a level of income the state decides is essential to cover basic expenses). In determining eligibility, states specify that gross income (after exclusions) is limited to 150 percent of the need standard. Benefits are generally computed by subtracting countable income from a fixed percentage (100 percent or less) of the need standard.

The federal share of AFDC costs varies from state to state depending, within limits, on per capita income. The federal government pays at least 50 percent of each state's benefit payments and more than 70 percent in eleven states.

In fiscal year 1985, AFDC benefits totaled $14.9 billion. Of total fiscal year 1985 benefits, $8.0 billion or 54 percent was paid by the federal government. In the same year, family enrollment in the program reached 3.7 million.

General Assistance. General Assistance (GA) is a name for general state and local programs that help persons who do not qualify for AFDC, Supplemental Security Income (see page 3), or Emergency Assistance to Needy Families with Children. In many states, GA is known as General Relief. No federal funds are provided for General Assistance.

To receive GA, a person must be judged to be in financial need and live where such aid is offered. Definitions of need vary among states and even within them. In many areas, one must be disabled or otherwise unemployable. In jurisdictions that allow GA for employables, eligibility often is restricted to persons with dependent children, and recipients usually must participate in work programs, if such exist.

As of 1982, 25 jurisdictions, including the District of Columbia, Guam, Puerto Rico, and the Virgin Islands, operated statewide, state-funded GA programs. Nineteen states provided no funds for local relief programs, although four of these states required their localities to offer GA. West Virginia was the only state with no cash GA program, having ended state

funding for it in 1980. The remaining nine states generally shared GA costs with localities.

During fiscal year 1981, the U.S. Department of Health and Human Services stopped collecting dollar data about GA programs. The estimate for 1985, based on a Congressional Research Service survey of states with large programs, was $2.4 billion.

Supplemental Security Income. The Supplemental Security Income (SSI) program is a federally administered income assistance program authorized by Title XVI of the Social Security Act.

SSI provides monthly cash payments in accordance with uniform nationwide eligibility requirements to needy aged, blind, and disabled persons. The SSI program replaced the former federal grants to the states for old-age assistance, aid to the blind and the permanently disabled.

To qualify for SSI payments, a person must be either 65 years and older, blind or otherwise disabled. About half of the states supplement the federal benefit. However, many states limit their supplementation to certain categories of individuals based on specific need – particularly special housing needs.

In 1985, approximately $8.6 billion of federally financed payments were made to the aged, blind, and disabled. The federal government's cost of administering the program was approximately $1 billion. Federal SSI benefits and administrative costs are financed by general funds from the Treasury. A total of 4.1 million persons received federal SSI payments in 1985.

Since SSI recipients are determined to be unable to work at the time they are enrolled, there are no special work or training requirements directed specifically at this group. However, Vocational Rehabilitation programs are available in every state to assist disabled SSI participants and other disabled persons in obtaining gainful employment.

Pensions for Needy Veterans. Veterans are eligible for pensions if they served honorably for at least 90 days, including at least one day of wartime service; if they are totally and permanently disabled for reasons not related to their military service and not caused by "willful misconduct or vicious habits"; and if they have income below prescribed limits.

At age 65, veterans are deemed to be disabled regardless of physical condition. Survivors of veterans who die from a non-service cause also are eligible for pensions if they meet the income test.

Fiscal year 1985 pension benefits totaled $3.8 billion. As with SSI, this program is targeted to those who would not reasonably be expected to work in the competitive labor market. There are no work requirement conditions attached to this program.

Earned Income Tax Credit. The Earned Income Tax Credit (EITC) is intended to give a cash income supplement to working parents with relatively low earnings. The earned income tax credit is a refundable credit. Thus for tax filers whose incomes are too low to owe income taxes, or whose tax liabilities are smaller than their credits, the Internal Revenue Service makes a direct payment of the credit. Taxpayers with children and with adjusted gross and earned incomes of less than $11,000 are eligible. There are no work requirements attached to this program.

Non-Cash Assistance Programs

A variety of federal programs provide non-cash assistance to low income individuals and families. These include: Food Stamps, Title XX Social Services, School Lunch Program, Medicaid, Low Income Housing Assistance, Low Income Home Energy Assistance Program (LIHEAP), and Special Supplemental Food Program for Women, Infants and Children (WIC).

Food Stamps. The food stamp program is designed to increase the food purchasing power of low income households to a point where they can buy a nutritionally adequate low cost diet.

In theory, a participating household is expected to devote 30 percent of its countable cash income to food, with food stamp benefits making up the difference between that amount and the sum determined to be sufficient to buy an adequate low cost diet. Therefore, an eligible household with no countable cash income receives the maximum monthly food stamp allotment for its size (benefits also vary by household size).

Unlike other welfare programs, the food stamp program has few categorical restrictions on eligibility such as age, disability, or the presence of children in the household.

To maintain eligibility for food stamps, non-working, able-bodied adult household members must register for work and accept any suitable job offer. Those who register for work may also be required to fulfill employment-related requirements imposed by each state regarding workfare, the job search, or other employment-related or training areas. There are some exceptions to this rule, such as those heads of household who care for a child under six years old or a disabled person and those subject to other programs' employment requirements. Generally, if the head of household fails to comply with these requirements, the entire household will be disqualified to receive food stamps. Total 1985 federal outlays for the program were $12.5 billion.

Title XX Social Services. Title XX of the Social Security Act allocates block grants to states (based on population) to furnish social services best suited to the needs of individuals residing in the state.

Federal block grant funds may be used to provide services directed toward one of the following five goals: 1) to prevent, reduce, or eliminate dependency; 2) to achieve or maintain self-sufficiency; 3) to protect children and vulnerable adults from abuse, neglect, or exploitation; 4) to prevent or reduce inappropriate institutional care by providing for community-based or home-based care; and 5) to secure admission or referral for institutional care when other forms of care are not appropriate.

States are free to establish their own eligibility criteria and can provide a range of social services to their eligible populations under the Title XX social services block grant program.

Currently, the most frequently provided services are home-based services, day care for children, protective and emergency services for children and adults, and adoption services. Fiscal year 1985 saw outlays of over $2.7 billion for the Title XX social services block grant program.

Medicaid. Authorized by Title XIX of the Social Security Act, the Medicaid program furnishes medical assistance and rehabilitation services to low income individuals who are aged, blind, disabled, or members of families with dependent children.

The eligibility criteria are set by the states within federal guidelines. All states cover the categorically needy: persons receiving AFDC or SSI. A majority of states also cover the medically needy or persons whose incomes are slightly in excess of the standards for cash assistance provided they are 65 and over, blind, disabled, or members of families with children, and whose income (after deducting incurred medical expenses) falls below the state standard.

A continuing problem with the program is that, in most states, those who leave AFDC or other welfare programs to take a job lose their eligibility for Medicaid even if their place of employment provides no medical insurance. This potential loss has proven to be a disincentive to welfare recipients to leave

the welfare roles for employment, especially the mothers of young children.

The program authorization is open ended; appropriations are made to meet program costs. The number of recipients receiving medical assistance in fiscal year 1985 was 22.1 million at a cost of $22.9 billion.

School Lunch Program. The school lunch program is a two-part subsidy program: a basic federal subsidy for every lunch served (without regard to family income) and additional assistance for lunches served free or at a reduced rate to low income children.

During the 1984-85 school year, an average of 23.6 million children participated daily in the school lunch program, about 49 percent of whom received free or reduced price lunches. The remaining 51 percent received paid school lunches at the basic rate of reimbursement.

Special Supplemental Food Program for Women, Infants and Children (WIC). The Child Nutrition Act makes pregnant and post-partum women, infants, and children under five, judged to be at nutritional risk, eligible to receive supplemental nutritious foods and nutrition education at no cost. Grants are made to state health departments or comparable agencies to make these supplements available through local public or private nonprofit health and welfare agencies.

Low Income Housing Assistance. Low Income Housing Assistance makes low income households (families and single persons with incomes below 80 percent of the area median) eligible for rent subsidies.

Eligible tenants pay a rent equal to 25 percent of their adjusted income but not less than 15 percent of the family's gross income.

Those with incomes under 50 percent of the area median pay between 20 and 25 percent of their income in rent, and those with slightly higher incomes can be required to pay up to 30 percent of their incomes.

Low Income Home Energy Assistance Program (LIHEAP). The purpose of LIHEAP is to help low income households meet their energy-related expenses. Federal funds are allocated to states to provide three types of energy assistance: home heating and cooling, low cost weatherization, and energy-related emergencies.

States determine eligibility for the program. Payments can be made to households based on categorical eligibility where one or more persons are receiving SSI, AFDC, Veterans Pensions, or Dependency and Indemnity Compensation (parents of veterans who died from a service-related cause). States can also make payments to households with incomes that are less than 150 percent of the poverty level or 60 percent of the state's median income, whichever is greater.

Welfare-to-Work Programs Gain in Breadth of Coverage and Sophistication of Choices

The American public has long had ambivalent feelings about welfare. On the one hand, the public has consistently supported aid to those unable to support themselves either temporarily or over the long run – especially children, the disabled and the aged. Yet there has also been a strong current of belief that individuals who can support themselves ought to do so and that self-sufficiency is always preferable to dependency. This has given rise to numerous attempts at welfare reform aimed at requiring or assisting adult welfare recipients to find work.

Some reformers are mainly interested in keeping the size of the welfare rolls as small as possible by making it more difficult to qualify for welfare, keeping the payments low, and mandating work requirements for current recipients. Other reformers are more interested in providing job training and placement services as a positive incentive for recipients to increase their skills and become fully competitive in the labor market.

As an example of the latter approach, the Work Incentive Program (WIN) has provided employment assistance to welfare recipients since 1967, as have other employment and training programs over the years. However, none of these programs had the resources or the commitment of states required to make a significant impact on the problem.

In the federal Omnibus Budget Reconciliation Act of 1981, state welfare agencies gained authority to experiment with new designs of employment and training programs for welfare recipients. In 1982, Congress passed the Job Training Partnership Act which identified welfare recipients as a primary target group of federal job training programs.

In 1987, legislation, which would build on the experience of both the state welfare-to-work programs and the public/private partnership embodied in JTPA, was introduced in Congress and passed by the House of Representatives. The legislation provided for a significant increase in welfare-to-work program funding. The legislation received strong support from the state governors.

These actions by Congress, in combination with changing social expectations regarding women and work, unleashed a flurry of new initiatives and experimentation at the state and local levels. States began to see job training for welfare recipients as a major priority.

Since 1982 welfare-to-work programs have been established in most states under such names as GAIN (California), ET Choices (Massachusetts), REACH (New Jersey), PEACH (Georgia), Fair Work (Ohio), and Project CHANCE (Illinois). The approaches have ranged widely from the comprehensive but voluntary program in Massachusetts to the tightly structured and mandatory California program.

The U.S. Department of Health and Human Services reports that as of September 1987, forty-three state welfare departments had instituted one or more welfare-to-work programs. (A synopsis of the various program options available under federal AFDC work programs is provided in Table I. These are supplemented by state funding beyond the required match in many states.)

Thus, even without the enactment of proposed comprehensive federal welfare reform legislation, the states have moved vigorously ahead with reforms of their own. The new programs are characterized by the heavy involvement of state welfare

Table I: State Welfare-to-Work Program Choices

Trait	WIN Demonstrations	Community Work Experience Program	Job Search	Work Supplementation
Legislative Authority	Title IV-C of Social Security Act.	Title IV-C of Social Security Act, Section 409.	Title IV-A of Social Security Act, section 402(a)(35).	Title IV-A of Social Security Act, Section 414.
Purpose of Program	Demonstrate single-agency administration of WIN program, with objective of providing training and employment opportunities.	Provide experience and training for individuals not otherwise able to find employment.	Reduce welfare dependency by assisting individuals in obtaining regular employment.	Allow states to use AFDC funds to develop and subsidize work as an alternative to aid provided to AFDC recipients.
Geographic Scope	May be less than statewide if state designates remote areas. Services may vary by site.	May include whole state or designated areas.	Must be statewide.	May be less than statewide.
Participation				
Who must participate	Ages 16 to 64 (except students 16-17): women with children 6 or over; working less than 30 hrs/wk; living in WIN project area; and not seriously physically or mentally impaired.	Only recipients registered for WIN may be required to participate; except at state's option, women with children ages 3 to 5 if child care is available, or those exempted from WIN for remoteness may be included.	Applicants and recipients required to register for WIN. May include those exempted from WIN for remoteness.	No required participants; state may establish eligible categories.
Who may participate	Exempt applicants and recipients in WIN project areas.	May allow volunteers from exempted groups.	May allow exempted groups to participate.	Anyone in eligible categories.
Who is exempt	Under 16 or 65 or older; with child under 6; seriously ill, incapacitated, or physically impaired; in remote areas; working 30 hrs/wks or more; age 16-17 and is a full-time student; or pregnant in third trimester.	Anyone exempt from (with the two exceptions listed above); anyone working at least 80 hours/month and earning at least minimum wage for that job.	May exempt any applicant who does not appear to meet AFDC eligibility criteria at time application is filed; WIN exceptions apply, with exceptions noted above.	State may establish exempt categories.
Period of Participation	Institutional training: avg. no more than 6 months; maximum 1 year. Work experience: no more than 13 weeks.	Not more than number of hours in any month obtained by dividing AFDC grant by minimum wage. Time period unlimited.	Up to 8 weeks initially; up to 8 additional weeks over 12-month period.	Grant may be diverted for no more than 9 months.
Sanctions for Mandatory Participants	Refusal to participate or accept employment without good cause results in reduction of AFDC grant for 3 months at first occurrence and 6 months at second.	Same as WIN demonstrations.	Same as WIN, except state may reduce period for which sanctions are in effect.	N/A

Table I: State Welfare-to-Work Program Choices (cont.)

Trait	WIN Demonstrations	Community Work Experience Program	Job Search	Work Supplementation
Sanctions for Mandatory Participants (continued)	– AFDC-regular – needs of person refusing to cooperate dropped from grant calculation. – AFDC-UP – if person refusing is principal wage earner, assistance for entire family is denied.			
Support Services Child Care	Provided: mother may choose type but may not refuse if available. Any necessary services may be continued for 30 days, or (at state option) 90 days. Program may pay for any service necessary to find employment or take training. May be continued for 30 days, or 90 days at state option.	Participant reimbursed for day care costs or state may provide directly, up to $160/month. Participant reimbursed for costs directly related to participation, or state may provide directly.	Must be furnished, or participants are either paid in advance or reimbursed.	No specific provisions.
Other	May pay for family planning, counseling, employment-related medical, and selected vocational rehabilitation services. May be continued for 30 days or 90 days at state option.	Reimbursement up to $10/month for other expenses; state may provide workers compensation.	Other services necessary for participation.	No specific provisions.
Funding	90% federal match.	50% federal match for administrative costs.	50% federal match for administrative costs.	No specific provisions.
Components and Activities	May include but not limited to: job training, job search, job finding clubs, work experience, grant diversion, education, and service contracts with state employment service, JTPA, or private placement agencies.	Work experience primary.	State may require participation in any combination of CWEP, WIN, and job search. Job placement must have priority over other services. May require individuals to participate in employment search when not in CWEP or WIN activity.	Eligible individuals may take an available supplemented job provided by either public or private employers. The administering agency may pay all or part of the wages. (This type of program previously has been run as special grant diversion projects.)

staff as opposed to the traditional approach of letting other agencies, especially the federally funded state employment service agencies, take the lead.

Many local programs receive direction and funding from state initiatives, but just as many others succeed because of inspired leadership and coordination among community-based organizations, private industry councils, educational institutions and local governments.

The new programs generally provide a wide range of services including intensive assessment, job search training, subsidized work experience with the public sector, supported work in the private sector, classroom occupational skills training, on-the-job training, and basic education. Supportive services such as child care, extended medical coverage, and personal counseling are often provided to supplement the training activities.

The programs are often targeted to the state supported General Assistance welfare recipients as much as to the recipients of federal-state supported AFDC and AFDC-UP beneficiaries and involve supplemental state appropriations in addition to federal support.

For the first time, governors and state legislatures are putting state funds into such efforts on a large scale even as the federal government is drastically reducing its fiscal support. Between 1981 and 1987, funding for welfare-to-work programs dropped by some 70 percent from a high of about $365 million to a low of $125 million in 1987.

On the other hand, state funding has continued to grow. In California alone, the governor requested a 1988-89 appropriation of $407.8 million in state support for the Greater Avenues to Independence (GAIN) welfare-to-work program, an increase of $194.4 million over the previous year.

At the same time, local Private Industry Councils established under the the Job Training Partnership Act (JTPA), acting alone or in concert with the welfare departments, targeted significant resources to programs aimed specifically at the needs of welfare recipients. In the 1986-87 program year, an estimated 42 percent of all new local JTPA program enrollees or over 330,000 individuals were public assistance (welfare) recipients.

The programs are popular among state legislators in part because they seem to offer a real opportunity to reduce substantially the overall welfare population as well as decrease the state outlays for welfare payments. The popularity of welfare-to-work programs cuts across political lines with liberals supporting them as often as conservatives, if for somewhat different reasons.

The following profiles provide more detailed descriptions of the operation of the welfare-to-work programs in five states. These examples highlight business involvement and linkages to JTPA and other employment-related programs in each state.

A general description of the coverage and type of activities offered in each of the other states is provided following the profiles. Part II provides case studies and program descriptions of successful local attempts to address the employment and training needs of women on welfare.

Selected State Profiles

Massachusetts ET Choices: First and Still Successful

Discussions of welfare employment and training programs inevitably come back to Employment and Training Choices, the program operated since October 1983 by the state of Massachusetts. While other states are getting ready to put comprehensive employment and training programs for welfare recipients into effect, Massachusetts has been operating one for years.

Massachusetts' approach differs significantly from the programs in California and New York in that it is entirely voluntary. Welfare recipients are not threatened with loss of benefits in ET Choices, and there is no workfare.

However, the program has proved so popular that the state has no need to make participation mandatory; recipients do not lose their benefits if they choose not to participate in the program. Yet, ET Choices has a long waiting list of recipients anxious to get into the program.

A statewide Employment and Training Task Force brings together representatives of local Job Training Partnership Act programs, welfare, education, and community-based organizations to coordinate training. The ET network allows Choices' participants to take English as a Second Language and high school equivalency courses, along with training in such areas as word processing, electronics assembly, and medical assistance. Some recipients attend community college for nurses' aides and registered nurses degrees.

The supported work program uses participants' welfare benefits to subsidize their wages while they work at private sector job sites, a switch from traditional supported work programs, which put trainees in positions with public agencies or non-profit organizations.

By working in the private sector, participants receive both training and exposure to the workplace as it actually functions. Employers get first-hand experience with a trainee before making a decision whether to hire, as well as an employee with job-specific training.

Like all Employment and Training programs in Massachusetts, Choices has benefited greatly from the outstanding economic climate in the state. The state's employment rate has fallen from 6.4 percent to 3.3 percent in the past three years, one of the nation's lowest rates.

ET Choices offers employment and training services to recipients of AFDC and certain categories of General Relief. After registering for the program at their local welfare office, participants meet with a Choices representative who helps them choose the program options.

The program also covers participants' day care service and transportation costs. The Massachusetts Department of Public Welfare contracts with outside organizations to provide these services. Many of the service providers are required in their contract to place a fixed number of participants into jobs as a condition of receiving contract payments.

Its annual funding for program year 1987-88 was supplied from two primary sources: $34 million in State General Revenue Funds appropriated by the Massachusetts legislature and $8 million in federal WIN Demonstration Project funds.

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New York and California

Mixing Workfare with Training

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Although not the first to adopt programs that offer welfare recipients alternatives to traditional programs, California and New York – the two most populous states and those with the largest welfare caseloads in the country – have put forth the most recent initiatives. In the past, the two have frequently led the way in adopting progressive legislation. Their new ap-proaches to the welfare problem, which reflect the first liberal-conservative consensus on welfare in years, are closely watched around the nation.

California's Greater Avenues for Independence (GAIN) program, which became law September 1985, requires recipients of AFDC to participate in educational, job search, or training programs leading to employment. Those who remain jobless after a specified period will be placed in community work experience positions at public or private nonprofit organizations for up to a year. The program will be implemented gradually throughout the state's 58 counties during the next five years. The state expects that ultimately GAIN will reduce welfare costs by $272 million each year.

New York's Employment Opportunities Program (EOP), which began operation last November in New York City, mandates that AFDC applicants be assessed for immediate placement into private sector jobs. Those who do not qualify must enter education or vocational training programs. Once participants are deemed employable, they enter a 90-day job search program. If their search is unsuccessful, they enter community work experience for a maximum of six months. In each state, if participants cannot find unsubsidized employment at the end of their work experience, they begin the cycle again. Both states' programs exempt mothers with children under six and the disabled.

Both California and New York threaten the loss of benefits for failure to participate. Both states provide for day care and transportation, considered to be key elements to the programs' effectiveness. And both, supporters say, put the emphasis on private sector placement, with workfare being the option of last resort. By combining an emphasis on training and placement along with mandatory workfare as a last resort, the approaches taken by the two states differ from traditional WIN programs and most workfare proposals as well. This combination provides the neutral ground upon which Republicans and Democrats have been able to compromise.

"It's not practical in this day and age to think about welfare without a significant work requirement," says Mitchell Ginsberg, dean emeritus of Columbia University's School of Social Work.

"Few if any states don't have or want to move to a work requirement. It's a change in philosophy that, practically speaking, both sides have to embrace."

"Here we see a Democratic governor in New York and a Republican in California, and both states have this concern for giving welfare clients greater access to private sector jobs," adds Barbara Blum, president of the Manpower Demonstration Research Corporation, a New York-based social policy research firm. "Those two states are generally considered the bellwethers. What happens there signals change in the system."

The Other Side

The nature of systemic change as evidenced in New York and California is open to some criticism. Skeptics argue that each program will be costly and difficult to implement. There is also danger, the same skeptics say, that most participants will end up on indefinite assignment to public jobs, running the risk of eventual displacement of public sector employees. They take strong exception to the programs' mandatory feature and fault the new programs for not being tied to any statewide job creation efforts.

Ginsberg acknowledges that "these programs often start off with good intentions and high expectations but fail in the end because they are difficult to implement."

California, for example, "is proposing a very comprehensive program - probably the most comprehensive ever conceived for welfare clients," says Blum. "One of the difficulties will be implementing such a complicated piece of legislation because it is very prescriptive." The law requires an ongoing review of clients' progress, ensuring they receive a very specific set of experiences and protecting them from winding up in jobs that leave them no better off than when they were on welfare. It establishes a very careful appeal process for non-compliance and mandates the creation of millions of dollars worth of child care slots.

At the same time, each county can offer any number and combination of the education, training, and work experience options it chooses, although they must offer more than one. Critics fear that, in reality, many jurisdictions will wind up with a GAIN menu that offers the workfare component and very little else.

"It's going to be one hell of a mess," claims Andy Baron, California political and legislative director for the American Federation of State, County, and Municipal Employees (AFSCME). The state estimates about 15 percent of 200,000 participants will enter the workfare segment, but, says Baron, "Nobody really knows how many will get to that option. I've heard estimates of 25 percent. That's 50,000 people - most of whom will end up in public employment. The law forbids the displacing of public employees, but the law says [recipients] have to get meaningful jobs. You tell me what they're going to do. They're in workfare for a year, then they go back to the beginning of the cycle if they still don't find a job. It could go on forever. I'm incredibly worried."

Carl Williams, special assistant to the director of California's Department of Social Services, believes that Baron's worries will prove unfounded. The incentive, he says, is to keep the number of people entering workfare to a minimum. "We don't want people in long-term PREP [workfare]. It's the most expensive treatment we can give a person. They have no income. They're collecting their full grant while we provide them child care and transportation. There's no direct return for that."

By the same token, he adds, the fears of union representatives suggest "that all public jobs are covered by union agreements. Many are not. Those are the jobs we'll look to fill." According to Assemblyman Art Agnos (D-San Francisco) who co-sponsored the bill after years of opposing workfare legislation, "the workfare assignment must be in the area the person trained in. So these jobs will not be make-work or make believe."

The New York program, which is expected to serve some 220,000 recipients when implemented statewide, does not permit the kind of county-to-county variations that could emerge in California. It will offer everyone the same set of options, such as direct placement if they are ready, education or training if they are not, and workfare if they remain unemployed after a 90-day search. EOP does not provide the same strict administrative guidelines as are found in GAIN. That, Blum says, could have a

double-edged effect. "In New York state, there's the advantage of greater flexibility in implementation since the particular routes [of review, etc.] have not been prescribed. The difficulty will be making sure that those who need lengthy remediation, for example, really get it."

But critics of the New York program, who harbor many of the same fears as their California counterparts, see this lack of administrative guidance as a liability with no redeeming features. "Based on past history of these programs, I'm skeptical," says Amy Doran, social services consultant for the Civil Service Employees Association (CSEA). "We need stronger anti-displacement language in the law. It now states that during times of fiscal crisis you can place a workfare client into a [union] job. That's such a nebulous thing. It's hard to enforce. We need really tight program administration to make sure participants are getting good experience without displacing our people."

Irwin Brooks, deputy commissioner of New York's Human Resources Administration, which is implementing EOP in the city, believes the displacement issue is no issue at all. "If the program ended tomorrow and we lost all the people placed in [workfare] jobs, we wouldn't be able to hire another person," he says. "These people are being placed in jobs we're not budgeted for, jobs that we normally don't have the staff for. They wouldn't get done otherwise. There's no way these people are taking jobs from civil servants."

State officials feel that if the displacement issue is really a threat, it will show up early, along with other problems, while the program is still being implemented only in New York City. With 70 percent of the state's welfare caseload located in the city, "We figured if we could make it work [there], we could make it work anywhere," says Terrance McGrath, a spokesman for the state's Department of Social Services.

But if the public sector does not wind up providing the jobs, critics question who will, and they see GAIN and EOP as little more than knee-jerk reactions to the phenomenon of growing rolls. "The real problem is that [in California] we have eight percent unemployment. Nobody wants to deal with that problem," says Kevin Aslanian, legislative advocate for the Coalition of California Welfare Rights Organizations. "Studies show that half of all recipients find jobs within two years [of going on welfare] on their own. GAIN doesn't deal with the fact that more people are on welfare. It doesn't deal with the cause of the problem. Most recipients would rather work. So what's the cause? I have to assume there are no jobs - at least not ones that will support a family."

Adds Baron, "There's no job creation in this bill; so how's that going to change?"

But the Bureau of Labor Statistics in each state has forecasted that local economies will generate plenty of new jobs during this decade. New York predicts nearly a million new openings by 1990 while California expects some two million. "We've had a net increase of one million new jobs in the last two years alone," says California's Agnos.

In each state, the largest increases are expected in finance, insurance, and real estate - industries that can provide both a decent wage and upward mobility.

In New York, Governor Cuomo is in the process of putting together an economic development plan for the state that will incorporate EOP into its strategy, according to McGrath. This will ensure that program participants have entree into the state's growth occupations.

In California, "the people doing the training have performance-based contracts," says Kim Thomas, formerly a legislative policy analyst for the National Association of Social Workers (NASW) which supported the GAIN bill. "There's a real incentive for them to find jobs for

these people, or they'll be out of jobs themselves. They won't train people for jobs that aren't there.

"What GAIN does is to take welfare recipients and make them competitive for the decent jobs that are out there. Historically, it's an opportunity these people have never had before," continues Thomas.

Adds Agnos, "That's what makes this bill different, and that's the reason I supported it after years of opposing workfare in its various forms around the state. It's really a new program with an old name."

Supporters in both states also point to the programs' close coordination with the Job Training Partnership Act. This, they say, will foster ties and enhance placement within the private sector.

Voluntary vs. Mandatory

Of all their criticisms, those opposed to GAIN and EOP object most strenuously to the fact that the programs are mandatory for all employable recipients, and failure to comply could result in reduction or loss of benefits. They point to a similar, but voluntary, program in Massachusetts that has no workfare component, has placed some 20,000 participants in the last three years, and has a long waiting list for admission. The Massachusetts Choices program has been an outstanding success, but the state also benefits from one of the lowest unemployment rates in the nation, less than four percent.

"Once you have a mandatory program, then you have a punitive program," says Aslanian. "When you want people to do things, you give them a tax break. But when it comes to poor people, they assume the only way to get them to do something is to force them. It's just not fair. People want training; they want to become competitive. I don't know why [politicians] are afraid to make it voluntary."

Says NASW's Thomas, "Philosophically, I'd be more comfortable with a voluntary program. But I think that's more the view of the social worker than the client. For a certain group, it needs to be mandatory. But for most, it really doesn't matter. They'd do anything to get off welfare. They don't care if it's mandatory."

Adds Commissioner Brooks, "We have to give those who wouldn't otherwise participate that extra push. But we find that even those who come through the door kicking and screaming -- once they're in a work assignment, they love it. They've got a lot more dignity. With working, there's a sense of hope. Sitting at home can be debilitating, especially when your welfare grant is just enough to keep your head above water."

Cost vs. Benefit

Finally, there is the issue of program cost versus the benefits to society in the form of taxpayer savings and a real reduction in the welfare caseload. New York officials have estimated administrative costs only at this point - some $30 million annually - and have not yet released a cost/benefit analysis.

California's Department of Social Services estimates total program expenditures of $266 million. This represents a net increase in welfare spending of $136 million a year. However, once the program is fully implemented, officials predict annual savings of $272 million for federal welfare programs. Total federal welfare costs in California, with AFDC, Medicaid, and Food Stamps, run at $8 billion a year.

Critics say that these are still enormous sums to lay out for programs that will only serve about 20 percent of the total welfare population in each state. But supporters say that this 20 percent represents the employable portion of the total caseload, and they expect at least 80 percent of those to find private sector jobs through the programs.

In New York City, for example, the welfare population is about 850,000 people, and of that number the employable population is about 100,000. Two hundred fifty thousand are not employable because of some disability. Of the remaining 600,000, many are mothers with children under the age of six, but most are children. It's very feasible that the city can place the majority of those considered employable.

Whether or not these programs actually can save more than they cost still remains to be seen. But MDRC president Blum is optimistic. Her organization is in the midst of a three-year study of workfare programs in 11 states that will examine their fiscal impact. This study may provide some consensus on the cost/benefit issue.

Blum cautions that while it is too early to draw any final conclusions from the study, "the signals so far are in the right direction." However, Blum warns that this speculation may prove pointless once the ax of the Gramm-Rudman act - the federal government's budget balancing legislation - begins to fall. She notes that the Reagan Administration is asking Congress once more to eliminate the WIN program and to reduce money for Job Training Partnership Act programs. "Those are funds these states are counting on to run these programs," Blum notes.

Barring any substantial budget cuts, officials in both states predict it will be at least two years before they see any measurable impact on their welfare caseloads. But they are confident that they have put together solid programs which, given the chance, can reverse the trend of rising dependency.

"How effective we'll be depends on how successful we are at changing the attitudes of government entities - in other words, convincing them that our primary job is to get recipients off public assistance - and on the extent to which the private sector embraces the program," says California's Williams. "If these two things don't happen, this thing is not going to work."

Both he and Brooks of New York believe their states have done their best to fashion comprehensive programs that address just about every obstacle to employment that welfare recipients could face. "We think we've covered all the bases," says Brooks.

"When we sat down to put this thing together," adds Williams, "we had people say 'child care is inadequate,' so we included that. Then others said, 'we need to help high school dropouts, we need remedial education.' So we added that. Others said, 'these people have no marketable skills.' 'Fine,' we said, and we added technical training."

"If we fail," he continues, "it won't be because we didn't give it a full try. But I think we're going to make it."

New York Update: 1988

In the time since the above article was written, New York has initiated two additional welfare to work programs. The following descriptions are based on information submitted by New York State Department of Social Services staff in July 1988.

PACE

Public Assistance Comprehensive Employment (PACE) is a cooperative venture among the New York State Department of Social Services, participating State University of New York community colleges, and participating local departments of social services.

PACE enables public assistance recipients to pursue college-level training leading to a one or two year certificate, or associate degree. Recruitment efforts target AFDC single parents, particularly those with children under six who are exempt from employment-related requirements.

The purpose of PACE is to demonstrate that two-year college training programs provide a more reliable path to self-sufficiency than the more readily available short-term occupational training programs.

PACE selects interested AFDC recipients, usually referred by the local social services department, who have the potential to succeed at college level study. PACE staff assess the interests and abilities of potential participants, offer academic and career guidance, and assist with registration and and application for financial aid. They also ensure that students fulfill their obligation as AFDC recipients, and that they avail themselves of services for which they are eligible.

PACE participants receive support services such as remediation, counseling, life-skills training, child care, transportation and intensive job placement services. The support services are critical in enabling students to overcome problems that might otherwise prevent them from fulfilling their educational and economic potential.

PACE was piloted at Hudson Valley Community College in 1985, expanded to three more community colleges in 1986, and an additional five in 1987. Department plans call for eight more community colleges to be operating PACE programs by March 1990. As of May 1988, the nine PACE programs had enrolled 820 students from fifteen local districts.

PACE students maintain grade point averages at least equal to the averages at their schools, and have below average dropout rates. A number have made the Dean's List. As of May 1988, 75 PACE participants had found employment and left public assistance. Sixty-seven had graduated, of whom 40 are self-supporting, and five enrolled in four year colleges. Those remaining are May 1988 graduates who are receiving placement services.

PACE participants' first experience of academic success raises their self-esteem and self-expectations dramatically. Unsolicited expressions of gratitude are frequently reported by PACE personnel.

PACE is a long-term solution to the problems adult AFDC recipients have in obtaining sufficiently well-paying employment to enable them to permanently leave the welfare rolls. PACE prepares clients for mid-salary range para-professional jobs, such as registered nurse, and computer operator. In addition to paying enough for the family to be self-sufficient, most jobs are stable positions, so that the family, once off the welfare rolls, will remain off.

Because of the long-term nature of PACE, valid cost-effectiveness statistics will not be obtained for about another five years. However, the early indicators, both qualitative and quantitative, show that the program is a success.

CEOSCs

Comprehensive Employment Opportunity Support Centers (CEOSCs) were established in New York State during 1987 and 1988 in an effort to remove the barriers to economic independence faced by women with young children. CEOSCs assist AFDC caretakers with young children, who are exempt from federal employment related requirements, to obtain the training, education, and support services needed to secure unsubsidized employment. The New York State Department of Social Services received a special appropriation of $5 million from the state legislature to establish nine CEOSCs in 1987, and eight more in 1988.

The CEOSCs attempt to overcome three major barriers that prevent many women on AFDC from attaining self-sufficiency - inadequate child care, restricted access to education and training, and limited opportunities for better paying, stable jobs. CEOSCs are designed to provide a full

array of education and training services, ranging from remedial education to vocational education, to skill development, to post-secondary education.

Specific commitments have been secured from business groups, labor, community-based organizations and other private sector groups to contribute to the creation of jobs that provide sufficient earnings and benefits to compensate for the loss of AFDC and Medicaid.

Innovative features of CEOSCs include:

- *One-Stop Shopping.* Each CEOSC is a full-service program, providing necessary services itself, or acting as a broker to secure services it cannot provide. CEOSC activities and services include: outreach to potential participants; assessments and employability development plans to guide the choice of a career goal and define the activities to be received; job training and education, including placement assistance, on-the-job training, classroom skills training, and basic education; goal setting; family planning and parenting skills; and support services including child care and transportation assistance.

  Fifteen child care centers have been established, and strong links developed with area day care pro-viders. CEOSC projects work closely with local social services departments to insure that timely child care payments are authorized. Transpor-tation assistance includes door to door service in CEOSC leased vans, rerouting public transportation to accommodate participants, and reim-bursements for public transportation expenses and for mileage if personal cars are used.

- *Early Intervention.* CEOSCs provide assistance early in the recipient's stay on public assistance, when skills and motivation may be higher, and before the client has become dependent on the welfare system as a way of life.

- *Opportunity Contracts.* In keeping with the voluntary nature of participation, the client is an active partner in developing goals. Opportunity contracts are individually negotiated, and specify both the training, services and support activities to be provided by the CEOSC, and the participant's responsibilities.

The Department of Social Services selects one of four types of organizations to sponsor CEOSC programs: county social services departments, deliverers of education and training services such as BOCES and JTPA; community based organizations, and private not-for-profit employment and training or educational institutions.

Performance-based contracts are negotiated with provider organizations to promote goal-oriented projects. Reimbursements are made as individual participants reach pre-determined milestones.

During the first twelve months of operation, 2,986 AFDC recipients were enrolled in CEOSCs. Of these, 1,709 (57%) received basic education and/or vocational training. A total of 431 (40% of the first year goal) of CEOSC enrollees entered full-time unsubsidized employment. The average starting hourly wage for those entering employment was $6.62 in New York City, and $4.87 upstate.

The significance of CEOSC accomplishments is better appreciated if one considers the magnitude of the employment barriers faced by CEOSC clients. Among 620 CEOSC clients in New York City in 1987, 50 percent had been on AFDC continuously for at least three years, 46 percent had not completed the 11th grade, and 60 percent read below the eighth grade level.

The Department plans to increase the number of CEOSC projects in the coming years, with the ultimate goal of making CEOSC services available in every social services district.

Maryland's Investment in Job Opportunities Program: A State System Puts PICs In Charge of Change

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In Northeastern Maryland, where the Susquehanna flows into the Chesapeake Bay, employers who hire and retain welfare recipients receive a $3,500 payment.

In Western Maryland, firms who borrow from the area's economic development revolving loan fund have the loan's principal written down by $1,500 for each new job they fill with an AFDC client.

On the Lower Shore, representatives from job training, social services and economic development are working to create a bus system to transport recipients of AFDC to jobs that are now out of their reach.

These are but three of the many local manifestations of the state's year-old welfare reform initiative, Investment in Job Opportunities (IJO). The 18-month-long, $7.5 million effort is as direct and as effective as a reform initiative can get. It is a program based on coordination, on flexibility, and on economic growth. It is aimed at the heart of Maryland's static welfare caseload — the long-term recipient.

A Boost from the State

Simply speaking, what IJO does is give money to the state's ten service delivery areas to use as they see fit to beef up employment services to AFDC clients. Local private industry councils are administrative agents for the grants, but the plans for using the money come from local management teams made up of JTPA, economic development and social services representatives. The Maryland state government reviews and monitors the local plans through a board consisting of four private business representatives and representatives of the Maryland State Department of Human Resources, the Department of Economic and Employment Development, and the Governor's Employment and Training Council.

"The program is really run by the PICs," says Todd Rofuth, director of the Office of Welfare Employment Policy in the Human Resources Department. "What the state does is give additional funding to those organizations that already provide employment services to welfare recipients."

The money is needed, he says, to encourage PICs to serve people who require extensive training before they're employable. "JTPA performance standards gear PICs toward the more job-ready people. That's not just a problem in Maryland - it's a problem nationally. We want to reach the hard to serve, those recipients who are less likely to receive services under JTPA - teenagers and those on welfare for two years or more. It takes longer to serve these people. You don't get the bang for the buck as much."

The IJO money is used to leverage the assistance already available through local agencies while giving PICs the ability to offer to employers and AFDC clients alike additional incentives and supports not allowed by traditional funding sources. These services "can make the critical margin of difference" in finding jobs for the chronically unemployed, says Peter Thomas, executive director of the Western Maryland Consortium, because there are two sides to the welfare-to-work coin. One is giving welfare clients the help they need to succeed on the job. The other is finding them jobs that pay what they need to live independently.

"The emphasis here is on self-sufficiency and permanence," says Carolyn Hock, a

research analyst with the Office of Welfare Employment Policy whose specialty is IJO. "The state is acutely aware that those on AFDC have certain special needs — child care, transportation, and medical benefits are the obvious ones. But maybe they don't even have the proper clothes to wear to work." Adds Thomas, "Maybe their car needs a new battery. That's the beauty of IJO. We have the flexibility to provide the little things that need to be done but are prohibited under JTPA. But they may be the things that make the difference between somebody keeping a job or losing it."

Working with Business

"Then there is economic development," says Hock. "This component is one of the aspects of IJO that makes it different from most other state welfare-to-work efforts. The component is built in to link clients with jobs. It's fine to get them clothing, child care and transportation, but that still doesn't get them employed. The way we link with economic development is different from one local labor market to another because the needs of each differ."

In the Susquehanna region, "Our major problem is that we're a service/tourist economy, and that equals low pay," says Diane Ford, executive director of the Susquehanna Region Private Industry Council. "Our incentive here is to try to encourage employers to pay better and to attract better paying employers to the area. We think the $3,500 incentive payment to employers to hire and retain AFDC recipients will do that."

Ford says the PIC requires a minimum hourly wage of $4.45 for the AFDC clients it places under IJO. Employers who don't offer that should see the payment as a means of upping their salaries in return for trained workers. "We've also used the incentive plan to attract a new company - Majestic Industries - that will bring 300 better paying jobs to the area.

"We're going to open up a day care center in the middle of an industrial site with 26 companies. It will provide care for our AFDC placements. We're using IJO money as leverage for other funds to do it."

In Rofuth's mind, these activities illustrate the strength of IJO. "The counties have different problems," he says. "We asked them for plans" that addressed those problems using AFDC recipients as part of the solution. "We got some very innovative responses - some of these people would never get served otherwise."

"Basically, what we've said is, 'Here's a pile of money. Now you work it out,'" adds Gary Moore, deputy director of the Governor's Employment and Training Council. "We're been pretty open about what we'd accept. We've said to the welfare agencies, 'You use your strengths. job training, you use yours, and economic development, you do what you do best.'" The coordination, says Rofuth, "has been fairly easy to achieve."

Over the years, says Moore, "The state council has oriented itself more toward the coordination of lots of services for each particular issue. We've tried to encourage the local councils to take the same approach and act not as a governor of services but as a convenor of them." In that light, "the IJO approach made sense."

Getting and Measuring Results

For their part, state officials are less concerned with the means of IJO than its goals — 1,500 placements by July 1988, at a maximum cost of $5,000 per placement. At least half of them must be long-term recipients, defined as those who have been on the rolls for at least two years.

"The cost per placement is much higher than what you see under traditional JTPA programs," says Rofuth. But, adds Moore, "We're talking about economic development here and that takes two or three

years before you start seeing the results. We had to take that into account when determining the cost of placement."

Says Hock, "we expect a greater investment of employment and training services in our clients than is typical for others. But this program is not driven by the need for immediate placements. By and large, these people have special needs. We could do a quick fix program and have high numbers, but it wouldn't work in the long run. We're interested in permanent placement and self-sufficiency. We're talking about economic development. These things take time." Even so, Hock says, "We expect to exceed the 1,500 placement mark."

Data for the first six months of IJO's operation has borne out the general expectations for the program. According to Rofuth, over 2,000 had enrolled in the voluntary program - half of them from the target groups. Six hundred and ninety had been placed in jobs. Cost per placement (roughly $3,500) was well below the allowable amount.

"The issue here is the 30 percent placement rate," says Rofuth. "But the placement rate is not what is driving this program. That's the trouble JTPA gets into. The advantage of this program is that it allows more of an investment over a longer period of time." The long-term effectiveness of the approach is currently under study by Abt Associates of Baltimore.

One thing, however, is already evident. Those involved with the program at both the state and local level are very pleased with the way it is going, and hope to see IJO refunded at about the $15 million level for the coming fiscal year. "IJO has become the cornerstone of welfare reform in Maryland," says Hock. "It's a very large undertaking, but we've made significant progress. Implementation has gone very well. Coordination at the local level has been extraordinary." And the problems have been minimal.

"There are no systemic problems," says Moore. "There really haven't been any problems other than start-up issues. All the SDAs said they had coordination, but when we gave them their money and said 'now you work it out,' then some things cropped up - no turf problems, but things like client-flow problems. For some, the fact that the money was so flexible was difficult. They didn't want to run into audit problems.

"In those areas where coordination truly existed, they've been able to move very quickly. In other areas, things have gotten off to a slow start."

As the program is reconsidered for the coming fiscal year, says Rofuth, "we don't see any major changes. One of the things we'd like to do is to develop a performance standard system - and perhaps require that 100 percent of those served come from the long-term caseload."

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Pennsylvania's Single Point of Contact: One-Stop Shopping

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Plans for coordinating welfare with job training that look good on paper can crumble when they come in contact with hard facts. In Pennsylvania's case, the hard facts involved hardware. The mainframe computer systems used by the labor and welfare departments were made by different manufacturers and didn't know how to talk to each other.

But Labor and Industry Secretary Harris Wofford and Public Welfare Secretary John White, Jr., did. Together with Secretary of Education Thomas Gihool, they worked to develop methods to reach the goal set for them by Pennsylvania Governor Robert Casey: an integrated job training system that would meet the needs of all Pennsylvanians. Along the way, they linked two computer systems.

Improved services to welfare recipients was only a part of that broader program, but an important part. An interdepartmental work group, drawing staff from all three agencies, set about to address the problems many welfare recipients face in obtaining employment: lack of basic education or job-specific skills, for example, or a poor employment history, or a limited knowledge of the world of work, or inadequate support services like transportation and child care.

The Joint Jobs Initiative

The group named this effort the Joint Jobs Initiative, and divided its activities into two distinct programs, the "Single Point of Contact (SPOC) Demonstration Program," and the "Transitionally Needy Demonstration Program." The SPOC program is aimed at recipients of federal AFDC who are likely to require extensive assistance before they become self-sufficient. The second program serves unemployed individuals without families, who qualify for limited state welfare benefits - 90 days of benefits in any twelve-month period.

In designing the SPOC program, state officials felt that the one-stop shopping approach was vital. Past experience had shown that many individuals fail to show up for services every time they must go to a new location. To keep people in the program, welfare, job training, and employment services would have to be centralized. In addition, extensive support services would be necessary. Child care, transportation, and medical benefits that would continue after employment were all built into the plan. A full range of education and training services, from remedial education to on-the-job training, were also included.

In order to simplify registration of individuals for all the services offered under the SPOC program, a single application form was developed, along with a centralized computer system which would allow each agency complete access to all the records of the individuals taking part in the program. A group of computer experts from the labor and welfare departments designed the shared databases and crosswalks necessary for effective communication. Their efforts paid off with the development of a truly joint intake form, which serves each agency involved in the project.

Pennsylvania chose the term "transitionally needy" to designate long-term unemployed individuals who are, under state law, "able-bodied," and qualify for state public assistance rather than AFDC. In fact, these individuals tend to face the same barriers to employment as AFDC

recipients, with the exception of family responsibilities. Because their benefits last only 90 days, state officials developed an intensified and enriched training curriculum for the transitionally needy.

Under the new curriculum, participants can receive literacy training, skill training and work experience concurrently, instead of in sequence. Designing the components of such a training package was a real challenge. Each element of the literacy training, for example, had to relate directly to what participants were learning in the classroom skill training sessions.

For the Joint Jobs Initiative to work in the broadest sense, each of the three departments had to be prepared to make a financial commitment to the projects and, more importantly, to direct staff toward a coordinated effort. They also sought support from the Pennsylvania State Legislature.

Limited funding from existing resources was quickly identified through the Job Training Partnership Act and other federal programs. State money was obtained as well. Altogether, financial resources amounting to $22 million have been made available to the initiative.

With the initial planning and development accomplished, program operators were chosen through a competitive bidding process. Ten service delivery areas were selected to operate the SPOC projects, while 18 entities, including both community-based organizations and Serivce Delivery Areas, received Transitionally Needy demonstration grants. Programs began operation on January 1.

For further information, contact: Ruth Ann Van Dyke, Office of Job Training Partnerships, Pennsylvania Department of Labor and Industry, 7th and Foster Streets, Harrisburg, PA 17120, (717) 783-8944.

State-by-State Overview

A brief compilation of the programs available throughout the U.S. is given in Table II: Status of Welfare to Work Programs, 1987, which appears on pages 24 through 30. The map on page 31 shows which states had implemented programs as of September of 1987.

Table II: Status of Welfare-to-Work Programs, 1987-88

State	WIN Demonstration	Community Work Experience	Job Search	Work Supplementation/Grant Diversion	Other
Alabama 67 counties No UP Program		Started 4/82 in 3 counties for recipients. Contract with ES for worksite development.			Regular WIN in 12 counties. FS Job Search.
Alaska 21 boroughs No UP Program			Started 10/86 in 5 WIN Areas; for applicants and recipients. Contract with ES.		Regular WIN in 5 areas. FS Job Search.
Arizona 16 counties No UP Program	Started 6/1/82 statewide for applicants & recipients.		Under consideration.	Special federal project funds approved 10/83; started 4/84 in WIN demo counties for recipients.	FS Job Search.
Arkansas 79 counties No UP Program	Started 9/30/82 statewide for applicants & recipients; operated by IV-A agency.	Started 7/1/87 in 46 counties for recipients. Contract with ES.	Started 7/1/87. Statewide for applicants and recipients. Operated by IV-A.		FS Job Search & Workfare.
California 58 counties No UP Program	Started 1/1/85 in 32 counties 95% of cases for applicants & recipients. Contract with ES.	Started 7/81 in 19 counties for all recipients. Contract with ES.		State plan amendment approved 1/1/87, in one county.	Special federal project (Work Saturation) started 7/85; in San Diego. FS Job Search & Workfare.
Colorado 63 counties No UP Program		Started 9/82 in 26 counties; for recipients. Operated by IV-A.	Under consideration.	Started waiver-only project 3/84 in 1 county, for applicants and recipients. Operated by IV-A. State plan amendment submitted 9/87. Planning to start WSP early '88.	Regular WIN in 21 counties. FS Job Search.

Abbreviations used in table: ES = Employment Service; FS = Food Stamp Program; JTPA = Job Training Partnership Act; UP = Unemployed Parent Program; WIN = Work Incentive Program; WSP = Work Supplementation

Table II: Status of Welfare-to-Work Programs, 1987

State	WIN Demonstration	Community Work Experience	Job Search	Work Supplementation/Grant Diversion	Other
Connecticut 8 counties UP Program	Started 10/ , statewi[illegible] or all appl[illegible]cs & recipients. Contracts with ES and Social Services for certain functions and managed by IV-A agency.		Started 7/1/86; statewide; for UP recipients and mandatory WIN Demo registrants who are determined to be job ready at Assessment. Contract with ES.	Started 10/85 in 4 districts for WIN Demo registrants; part of WIN Demo. Contract with JTPA, Private Organizations/CBOs and PIC.	Voluntary program for long-term recipients (10 yrs. or more); emphasizes remedial education and training; State-funded remediation program to be expanded in FY'88. Pilot program to increase voluntary participation by Hispanics to be implemented in FY '88.
Delaware 3 counties UP Program	Started 4/1/82 statewide for applicants and recipients. Contract with 7 private agencies.				FS Job Search.
District of Columbia 10 units UP Program	Started 7/1/87; district-wide		State plan amendment submitted, effective 7/1/87.		Regular WIN is District-wide.
Florida 67 counties No UP Program	Started 4/1/82 in 48 counties for applicants and recipients. Contract with ES.	Planning to start 1/1/88	Started 7/1/85 in the 48 WIN Demo counties; for applicants and recipients; part of WIN Demo. Contract with ES for certain functions.	Started 10/86; in 48 WIN Demo counties; for recipients.	FS Job Search & Workfare.
Georgia 159 counties No UP Program	Started 1/1/85 in 20 urban counties for recipients Operated by IV-A.	Started 8/82 in 20 counties for recipients. Operated by IV-A	Started 1/1/86; 20 WIN Demo/CWEP counties for recipients. Operated by IV-A.	Under consideration.	
Hawaii 5 counties UP Program				Under consideration.	Regular WIN in 1 county. FS Job Search.
Idaho 44 counties No UP Program		Started 1/82 in 8 WIN areas; for recipients. Contract with ES.			Regular WIN in 15 counties. FS Job Search.
Illinois 102 counties UP Program	Started 7/1/82 statewide; for recipients. Contract with ES for referral of job ready registrants.	Started 4/1/87 statewide; for recipients.	Started 4/1/87 statewide; for recipients.	Planning to start by early 88.	FS Job Search & Workfare.

Abbreviations used in table: ES = Employment Service; FS = Food Stamp Program; JTPA = Job Training Partnership Act; UP = Unemployed Parent Program; WIN = Work Incentive Program; WSP = Work Supplementation

Table II: Status of Welfare-to-Work Programs, 1987-88

State	WIN Demonstration	Community Work Experience	Job Search	Work Supplementation/Grant Diversion	Other
Indiana 92 counties No UP Program	Started 9/85 in 19 counties for applicants and recipients; Contract with ES for certain program functions, others by IV-A.	Planning to start 10/1/87.		Planning to start 10/1/87.	
Iowa 99 counties UP Program	Started 9/30/83 in 49 counties ; for applicants & recipients. Contract with ES in 42 counties; others by IV-A agency	Started 10/82 in 74 counties for UP recipients. Contracts with local community action agencies/local governments.	Considering implementation 1/1/88.	Pilot program implemented July 1, 1987.	FS Job Search.
Kansas 105 counties UP Program		Started 5/83 in 24 counties: in WIN areas for recipients; in non-WIN areas for UP cases. Operated by IV-A.	Started 5/83 statewide; for recipients. Operated by IV-A.	Started 2/87; in 1 county; for recipients who have completed another work program activity without success. IV-A operated.	Regular WIN in 2 counties. (30% of cases). FS Job Search.
Kentucky 120 counties No UP Program					Regular WIN in 4 counties. FS Job Search.
Louisiana 64 counties No UP Program					Regular Win in 2 counties. Referral of applicants & recipients to ES for work registration in non-WIN counties.
Maine 16 counties UP Program	Started 4/1/82 in all major urban areas (50% of cases); for recipients. Contract with ES for certain functions, others by IV-A.		Started 1/83 in WIN Demo areas; for Demo registrants. Operated by IV-A.	Special Federal project funds approved 10/83; started 1st quarter FY 84 in 15 sites for all cases on AFDC 6 months or more. Started 11/85 statewide; for recipients. Operated by IV-A.	FS Job Search.
Maryland 23 counties UP Program	Started 9/30/82 statewide for all applicants and recipients. Contract with ES for certain functions, others by IV-A.		Started 4/82 in 8 areas for applicants and recipients as part of WIN Demo. Contract with ES.	Started 7/86; in 8 counties; part of WIN Demo. Contract with ES for certain functions, others by IV-A.	

Abbreviations used in table: ES = Employment Service; FS = Food Stamp Program; JTPA = Job Training Partnership Act; UP = Unemployed Parent Program; WIN = Work Incentive Program; WSP = Work Supplementation

Table II: Status of Welfare-to-Work Programs, 1987-88

State	WIN Demonstration	Community Work Experience	Job Search	Work Supplementation/Grant Diversion	Other
Massachusetts 14 counties UP Program	Started 4/12/82 statewide for applicants and recipients. Contract with ES for certain functions, others by IV-A agency.		Started 10/82 statewide; mandatory for UP applicants and recipients; voluntary for all others. Operated by IV-A agency.	Started 10/84; statewide for all long-term recipients; part of WIN Demo. Contracts with private agencies.	FS Job Search.
Michigan 83 counties UP Program	Started 4/1/82 statewide for all recipients and for applicants in certain areas. Operated by IV-A agency.	Started 7/82 statewide for all recipients. Operated by IV-A agency.	Started 4/1/87; statewide for recipients.	Started 10/85 in 6 counties for recipients. Operated by IV-A agency.	FS Job Search.
Minnesota 87 counties UP Program		Started 3/83 in 7 counties for UP recipients. Three by contracts with ES; 4 are operated by IV-A.	Started 4/86; statewide; for UP recipients in CWEP counties. Three by contracts with ES, 4 are operated by IV-A.	Started 4/86; in 17 counties. Operated by IV-A. Contract with JTPA.	Regular WIN in 9 counties. FS Job Search
Mississippi 82 counties No UP Program					Regular WIN in 6 counties.
Missouri 114 counties UP Program					Regular WIN in 8 counties plus St. Louis (37.5% of cases). FS Job Search.
Montana 56 counties UP Program					Regular WIN in 9 counties.
Nebraska 93 counties UP Program	Started 9/30/82 statewide for all applicants and recipients. Operated by IV-A agency.	Started 5/86; statewide for UP recipients. Operated by IV-A.	Started 3/1/86 statewide for applicants and recipients. Operated by IV-A.		FS Job Search.
Nevada 16 counties No UP Program		Started 1/87; in 3 counties; for recipients. Operated by IV-A.			Regular WIN in the 2 most populated counties. FS Job Search.
New Hampshire 10 counties No UP Program			Planning to start 10/1/87.		Regular WIN statewide. Supported work started 7/85; in 1 county Contract with JTPA. FS Job Search.

Abbreviations used in table: ES = Employment Service; FS = Food Stamp Program; JTPA = Job Training Partnership Act; UP = Unemployed Parent Program; WIN = Work Incentive Program; WSP = Work Supplementation

Table II: Status of Welfare-to-Work Programs, 1987-88

State	WIN Demonstration	Community Work Experience	Job Search	Work Supplementation/Grant Diversion	Other
New Jersey 21 counties UP Program	Started 10/1/82 in 13 counties for all applicants and recipients. Contract with ES.	Started as Demo under project REACH	Started 10/85; statewide; for applicants and recipients. Contract with ES.	WSP approved effective 11/1/87 in 9 counties; phase in of 12 remaining counties; 13 counties contract with ES.	FS Job Search.
New Mexico 33 counties No UP Program	Started 7/1/87 in 18 counties; recipients only. Operated by IV-A.	Started 9/86; in 18 counties Operated by IV-A.	Started 7/87; in 18 counties. For recipients only. Operated by IV-A.	Plan to implement during FY 88.	FS Job Search.
New York 62 counties UP Program	Started 5/1/85 in 9 counties (85% of cases) for applicants and recipients. Contract with ES.	Started 1/82 in 35 counties and NYC for recipients. Operated by local IV-Aagencies. To expand Statewide by 3/88.	State Plan Amendment in FY 87. Effective 4/1/87.	Waiver approved 7/84; started 1/85 in 36 counties. Operated by IV-A and ES. Planning transfer to WSP in early FY 88.	Mod-WIN in 27 non-WIN Demo counties. State work rules in 49 non-WIN Demo counties. Voluntary program for women with children under 7 in 9 sites.
North Carolina 100 counties No UP Program		Started 1/82; in 34 counties; for recipients. Operated by IV-A.		State plan amendment effective 4/1/87; in 1 county. Operated by IV-A and JTPA.	Regular WIN in 6 counties. Referral of applicants & recipients to ES for work registration in 63 non-WIN counties. FS Job Search & workfare.
North Dakota 53 counties No UP Program		Started 1/82 in 10 counties for recipients. Operated by IV-A.			Regular WIN in 19 counties.
Ohio 88 counties UP Program		Started 3/83 in 29 counties for recipients. Operated by IV-A.	Started 3/83 in 29 counties for recipients. Operated by IV-A.	Started 8/85 in 29 counties for recipients. Operated by IV-A.	Regular WIN in 7 counties.
Oklahoma 79 counties No UP Program	Started 1/1/82 statewide for applicants & recipients. Operated by IV-A agency.	Started 1/82 statewide for recipients. Operated by IV-A.	Started 4/83 statewide for applicants and recipients. Operated by IV-A.	Started 12/86; statewide for recipients. Operated by IV-A.	FS Job Search.
Oregon 36 counties UP Program	Started 1/1/82 statewide for applicants and recipients; operated by IV-A agency.	Considering for FY 88.	Started 12/82 statewide for applicants & recipients; part of WIN Demo.	Started 2/86; statewide for recipients with no recent work history and no success in job search. Contract with JTPA at local option.	

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Table II: Status of Welfare-to-Work Programs, 1987-88

State	WIN Demonstration	Community Work Experience	Job Search	Work Supplementation/Grant Diversion	Other
Pennsylvania 67 counties UP Program	Started 9/30/82 statewide; for applicants & recipients. Contract with ES.	Started 3/83 statewide for recipients, part of WIN Demo.	Started 10/86; statewide for applicants and recipients.	Planning pilot; to begin 11/1/87 in 4 counties.	Special Federal project (Work Saturation) ended 9/30/87.
Rhode Island 14 counties UP Program	Started 7/1/87.		Started 1/86; statewide; for recipients. Operated by IV-A.	WSP to start Winter 87; in 3 service areas for recipients on AFDC more than 1 year. Contract with JTPA.	
South Carolina 46 counties UP Program		Started 5/82 in 2 counties for recipients. Operated by IV-A.	Started 10/85 statewide for applicants and recipients. Operated by IV-A in some counties. ES and IV-A in others.		Regular WIN in 8 counties. FS Job Search and Workfare.
South Dakota 66 counties No UP Program	Started 4/1/82 statewide for applicants and recipients. Contract with ES.	Started 4/82 statewide; part of WIN Demo. Contract with ES.			FS Job Search.
Tennessee 95 counties No UP Program	Started 10/2/85 in 28 counties for applicants and recipients; Contract with ES, JTPA.				FS Job Search.
Texas 254 counties No UP Program	Started 3/4/82 in 104 counties for applicants and recipients. Contract with ES.		Started 4/83 statewide for recipients. Operated by IV-A.		
Utah 29 counties No UP Program			Started 10/84 statewide for applicants & recipients. Operated by IV-A.	State plan amendment submitted. To start 10/87.	Regular WIN in 5 large counties. Work experience/training for unassigned WIN mandatories. Operated by IV-A. Special Federal project started 10/84 statewide for 2-parent cases in lieu of UP. Contract with JTPA for certain functions.

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Table II: Status of Welfare-to-Work Programs, 1987-88

State	WIN Demonstration	Community Work Experience	Job Search	Work Supplementation/Grant Diversion	Other
Vermont 14 counties UP Program		Started 4/84; statewide; for UP cases active 6 months or more. Contract with ES.	Started 4/84 statewide for mandatory UP applicants. Contract with ES.	Started 7/86; statewide; for single parent cases with grants over $200 and unsuccessful in WIN job search. Contract with ES. (Special federal project, 10/83-6/86.)	Regular WIN is statewide. FS Job Search.
Virginia 95 counties No UP Program	Started 1/1/83 statewide for applicants and recipients. Operated by IV-A in most counties. Contracts with public and private agencies including JTPA or OJT sponsors.	Started 1/83 statewide; for recipients; part of WIN Demo.	Started 1/83 statewide for applicants and recipients. Operated by IV-A in most counties. Contracts for certain functions in others.	Started 2/87; in 6 counties. Plan to expand to 25 additional counties in FY 89. Operated by IV-A in 2 counties. Contract with JTPA in 4 counties.	FS Job Search & Workfare.
Washington 39 counties UP Program		Started 6/82 in 2 small counties for recipients. Contract with ES.	Started 10/84 statewide for applicants and recipients. Contract with ES.	Started 9/86; in 2 counties; for long-term recipients unsuccessful in job search. Contract with ES.	Regular WIN in most counties but being cut back in FY 87. FS Job Search & Workfare.
West Virginia 55 counties UP Program	Started 9/27/82 statewide for recipients. Operated by IV-A. Contract with public and private agencies including JTPA or OJT sponsors.	Started 1/82 statewide for all recipients; part of WIN Demo.	Started 7/86; statewide; for applicants and recipients; part of WIN Demo.		FS Job Search.
Wisconsin 72 counties UP Program	Started 9/30/83 in 28 counties and 1 tribe; for applicants and recipients. Contract with ES.	Started 8/86; statewide; for recipients. Operated by IV-A in some counties. Contracts with JTPA and ES in others.	Started 7/86; statewide; part of WIN Demo in WIN Demo counties; for recipients.	Started 4/1/87; statewide. Contract with ES.	FS Job Search and Workfare.
Wyoming 23 counties No UP Program		Under consideration.	Under consideration.		Regular WIN is statewide.

Abbreviations used in table: ES = Employment Service; FS = Food Stamp Program; JTPA = Job Training Partnership Act; UP = Unemployed Parent Program; WIN = Work Incentive Program; WSP = Work Supplementation

STATE WELFARE-TO-WORK PROGRAMS AS OF SEPTEMBER 1987

Source: U.S. Department of Health and Human Services, Family Support Administration, Office of Family Assistance

PART II

Local Programs Make Good: Varieties of Success in Assisting Women in Poverty

Case Studies

Toledo, Ohio:
Trading Income Support for Job Training

This article originally appeared in the January 1988 (Vol. 5, No.3) issue of WorkAmerica, *published by the National Alliance of Business.*

"We play to each other's strengths," says Lucas County (Toledo), Ohio social services director Marilyn Lindemulder to describe relations between welfare and job training activities in the area. "The welfare staff excels at counseling and providing supportive services, but we don't know as much about on-the-job training (OJT) and economic development as the private industry council.

"The Private Industry Council (PIC) and the Employment Service are great at job development, working up OJT contracts, and developing relations with employers generally. So we do what we do best and they do what they do best and everyone is better served. As far as financial arrangements go, money flows both ways -- it's all intertwined."

In rural Wood County, where the department of human services has been running a sophisticated welfare-to-work program for several years, Becky Noack, the work program coordinator, says, "We enjoy working with the PIC. PIC funding allows us to expand services to welfare participants and to a wider public. We have a lot of open communication with the PIC in how to handle things -- but we have got to perform or we don't get paid. We like that; it keeps us honest."

The Toledo Area PIC, an independently incorporated non-profit organization, serves as the administrative entity for the Job Training Partnership Act for the service delivery area that includes both Lucas and Wood Counties. The PIC works in partnership with the Toledo Area Employment and Training Consortium, which represents the local elected officials of the City of Toledo and the two counties. But all four agencies are working to help local welfare clients trade dependency for self-sufficiency.

Very Urban and Very Rural

Toledo is only 60 miles south of Detroit, and well within the economic orbit of the great automobile companies based in Detroit. Much of the Toledo's manufacturing base is devoted to the production of car and truck parts. But the economy of Wood County, a large rural county directly south of Toledo, depends heavily upon the traditional agricultural products of the Midwest -- corn, soybeans, and dairy products. The county's largest community is the university town of Bowling Green (population 26,000). Many of the small communities at the southern end of Wood County are former oil boom towns that have been in long-term decline.

The area's unemployment rate, which reached Depression-era proportions with the decline of the automobile industry in the early 1980s, had come down to about 8.3 percent by early 1987, but remained two full percentage points above the national average. The economic difficulties of recent years have resulted in a significant increase in the welfare rolls. As a result, the PIC has been emphasizing both economic development activities and training services to welfare recipients.

In working with the PIC, the human services departments of the two counties have expanded their responsibilities beyond welfare clients alone. They arrange for the provision of supportive services (e.g., day care, transportation, counseling) for all Service Delivery Area (SDA) participants who need services, regardless of their welfare status. In an even more unusual step, they have also

taken on full responsibility for all training and placement of SDA participants enrolled in classroom training and job search activities.

Working under performance-based contracts, the two departments operate job clubs and handle referrals to occupational skills training and adult basic education. Actual costs for supportive services and classroom training are paid for by a variety of sources, including JTPA funds. In turn, welfare recipients enrolled in the Human Service Department's welfare-to-work programs have access to OJT and economic development activ-ities offered by the PIC.

The Ohio Plan

In Ohio, all welfare programs are administered by counties under the supervision of the state. In addition to federally supported AFDC for single parent and AFDC-UP for two-parent families, the state sponsors extensive general relief (GR) for poor persons without children.

The state has long had a work requirement for those on general relief, and GR recipients are required to perform public service work in return for their welfare grant. In 1983, the state established a more comprehensive Fair Work Program for all welfare recipients, beginning with demonstration projects in five counties and expanding to all 88 counties.

The Ohio Fair Work Program is mandatory for all welfare recipients (AFDC, AFDC-UP, and GR) with certain exemptions (e.g. those in poor health or who care for very small children). The program is oriented toward job training and placement rather than simply "working off the grant."

Training services under the program include classroom occupational training, basic education, structured job search training (job clubs), and work experience with public or private non-profit agencies. Employers are encouraged to hire welfare recipients through a grant diversion program, which subsidizes employment of a recipient in the amount of his or her grant. A variety of supportive services (e.g. day care, transportation assistance, counseling) are available to supplement the training activities. Wood County also has a supported work program which combines the features of the various training and supportive services into a single package.

Funding constraints on the Ohio Fair Work Program make it impossible for all participants to receive the full range of services, and in a number of counties a large majority of the recipients are limited to participation in work experience, according to those familiar with the program. Thus the county human services departments are always in the market for additional training and support services for their welfare recipients.

Wood County was one of the five original demonstration work program counties and has been aggressive in developing collaborative working relations with other training, education and support service agencies and funding sources. Lucas County implemented its state-sponsored work program beginning in 1987 and has been active in developing collaborative arrangements as well.

How The PIC Fits In

As a matter of policy, the Toledo PIC makes a systematic effort to tap existing agencies and funding sources for services for its participants. As a result of this policy, the SDA contracts with the Job Service (intake and certification), the local school districts (youth programs and adult basic education), the two human services departments (support services, referral to classroom training and job club), and local economic development agencies (employment generating services). The PIC's own staff handles all OJT and ensures coordination among the other agencies.

In each case, the SDA receives some free services that would not otherwise be

available to JTPA enrollees. For example, by linking closely with the county welfare system, supportive services are paid for out of the federal Title XX funds whenever possible.

The human services departments also arrange for federal Pell Grants to pay the cost of skills training at local post-secondary education institutions. This strategy allows the PIC to offer training to JTPA participants on an individual basis, tailored to both participant interests and local labor market conditions, instead of relying on group training. Similarly, the human services departments arrange for adult basic education and GED preparation to be provided by local education institutions without cost to the SDA.

Human Services Outreach

The human services departments are responsible for their own job placements under performance contracts, though they work closely with the other service providers in the job development effort. The Lucas County Human Services staff indicate that collaboration on job development is particularly useful, as is the availability of OJT, which is not furnished by the Fair Work Program.

In the much smaller Wood County, the Fair Work Program has developed an extensive network of employers over the years and does most of its own job development, though it also works with the local Job Service office and the PIC's local OJT coordinator. Both welfare departments also rely heavily on their job clubs and self-directed job search for placements.

Nearly half of the 1,600 adults in the SDA's job training programs were welfare recipients during program year 1985 (July 1985-June 1986). About 54 percent of the adult welfare participants entered unsubsidized employment, which is about the national average for welfare participants under JTPA. But the Toledo SDA's definition of placement is more stringent than most. Instead of simply entering unsubsidized employment, a participant must remain on the job for at least 30 days. This tends to give the SDA a lower placement rate than other programs.

The contracts with the two human services departments cost the PIC $52,500 in program year 1985, out of total JTPA Title II-A expenditures of $4.8 million. The contracts rose to around $69,000 in PY 1986.

According to those interviewed, the primary ingredient in the successful collaboration between the Toledo-area PIC and the county welfare departments has been the recognition and acceptance of a mutual goal – that of providing a high level of job training to welfare recipients in the area. Most important of all, PIC staffers say, the human services departments have made job placement of welfare recipients the primary goal of the welfare system.

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Southern Kansas: Women in Transition Find New Hope

This case study originally appeared as an article in the April 1986 (Vol. 3, No. 6) issue of WorkAmerica, *published by the National Alliance of Business.*

With 13.4 percent of its population living below the poverty line, the 11 counties which make up Southeast Kansas represent one of the poorest regions in the nation.

Unemployment - which hovers around the national average of seven percent - is a problem. But the greater culprit is underemployment. The area's low wage scale means that some families cannot support themselves on the husband's earnings, and must supplement this income with welfare. In addition, there are a large number of low-income, female-headed households dependent on public assistance to make ends meet.

But welfare mothers in three of the 11 counties - Montgomery, Elk, and Chautauqua - are breaking the hold of dependency, thanks to the Women in Transition (WIT) skills training program, a cooperative venture of the Southeast Kansas Private Industry Council, Coffeyville Community College, Coffeyville Job Service, Southeast Kansas Vocational and Technical School, Coffeyville Adult Basic Education Center, and the Coffeyville business community.

Since January 1985, the program has been taking low-income women who lack work experience, high school diplomas, basic education competencies, childcare, and transportation resources, and has been turning them into secretaries, word processors, licensed practical nurses, medication aides, and emergency medical technicians. After training that lasts as little as nine weeks or as long as a year, these women earn wages of up to $8 an hour. In the process, they are making what observers hope will be a permanent move from dependency to self-sufficiency and thereby curb the disturbing increase in the area's welfare rolls.

"There is a great need here," says Susan Brakhage, Job Training Partnership Act representative in Montgomery County's Coffeyville, noting that the area's already high proportion of female welfare recipients has been on the rise in recent years. "Our economy has been closely tied to the oil industry, and we've lost a number of oil-related employers." No other industry has come along to replace the lost jobs, and, as a result, many men with families to support are out of work and out of prospects.

Homemakers have been forced into the job market to help support their husbands and children. Like their single-parent counterparts, they are ill-prepared for the work world because they have little or no experience in it. So they wind up competing for jobs that pay minimum wage and offer little chance for advancement. And often they wind up collecting welfare to supplement their incomes.

"There are jobs that pay better than minimum wage," says Allene Knedlik, employment specialist at Coffeyville Community College, which developed and operates the program. "But the majority of the people on assistance don't have the skills to compete for them. They may be employed but their income is not adequate to support themselves and their families."

Women in Transition identifies the better jobs and places low-income women into them. Using $40,000 in JTPA funds and $56,000 in matching tax and vocational education dollars, program designers put together a course that combines training in either administrative, computer or

medical-related fields with pre-employment and work maturity skills.

"Based on information from the U. S. Department of Labor and MidAmerica [a regional development corporation], we determined that these would be the areas of opportunity," Knedlik says. This, along with the input of the program's 12-member business advisory board, assures that training remains relevant to current labor needs.

Students may be in class for as few as six hours a week or as many as 16, depending on their family situation, says Knedlik. "We don't want anyone to be overloaded, so we really try to make the program fit their needs."

The Adult Basic Education Center prepares them for their GEDs while Coffeyville Community College and the Vocational and Technical School provide skills training. The college also offers childcare, counseling, and help in finding transportation. The JTPA grant is used to cover administrative costs, and buys the students' books, pays their tuition, and provides weekly payments of up to $25 for lunch and transportation, according to Brakhage. Many participants receive federal educational assistance in the form of Pell grants as well.

Knedlik adds that they have an activity fund, which comes entirely out of the pockets of area employers. "Local business and industry contribute money to be used for food, clothing, rent, or anything else for those who have additional emergency needs," she says.

"Then there are the contributions of private citizens," she continues. For example, "if we have someone who needs a place to stay, this is provided. Private individuals have opened their homes and taken in some of our women."

With a dropout rate of only four percent, a placement rate of 86 percent, and a retention rate of nearly 100 percent, it appears the community's dedication to providing comprehensive support and the program's dedication to staying on top of local labor demand is paying off. Not all women are able to forego public assistance with their first jobs, Knedlik says, but within a few months they generally receive enough of a wage increase to allow them to finally move off the welfare rolls. "Some of these women are getting off for the first time in five years," she adds.

According to Knedlik, the key ingredient to making the program work so well has been open communication among all the players. "You just can't have enough of it," she maintains.

Dale Wells, distribution center manager for Western Publishing Company and a member of the Women in Transition advisory board, agrees. "We've got a communication pipeline in the community. And because most of us have hired employees through the program, we can see first hand how it's working and what we should be doing in the future." Wells points out that the pipeline extends far beyond Coffeyville because of the involvement of board members in regional economic development activities. For example, he says, "I'm a member of MidAmerica, which is trying to recruit industry to the area. When we see what kinds of industries are coming, we'll know what kinds of skills we need for the Women in Transition program."

For now, program operators realize the economy in the immediate area cannot provide enough opportunities for the unemployed. Part of the program's success lies in its emphasis on relocation as an option.

"We've had a number of women relocate because there were no jobs for them here," says Brakhage, who handles recruitment, job development and placement.

"A big reason why it works is because [the program] encourages these women to go out of the area, if necessary," he

emphasizes. "That's a hard thing for people to do. But we've been able to place them in Oklahoma and other areas" where the employment picture is brighter. "This is not just a group of women going to school," Wells adds. The program provides "whatever it takes to make it work".

"It's the first program of its type I've ever worked on," says Brakhage. "It's one of our most successful.

"There's a quote that comes to mind when I talk about Women in Transition that goes, 'Give me a fish and I'll eat for today. Teach me to fish and I'll eat for the rest of my life.' That kind of sums up what we're doing for these women."

For further information, contact: Susan Brakhage, Human Resource Counselor, Job Service, P.O. Box 1117, Coffeyville, KS 67337, (316) 251-1800.

Chautauqua, New York: PIC Makes Job Search Simpler for Welfare Clients

This article originally appeared in the January 1988 (Vol. 5 No. 3) issue of WorkAmerica *published by the National Alliance of Business.*

The Chautauqua County Private Industry Council (PIC) has been cutting away at one of the major barriers confronting welfare recipients in search of employment: the human services bureaucracy. The PIC, located in the Finger Lakes region of western New York, now provides all the employment and training services to public assistance recipients, reducing both confusion and duplication of services.

"We took a good idea, providing services to public assistance recipients, and made it better," says PIC director Jane Cleaver. "The county was doing a fine job, but now that we're working with them it has improved the system." It was a progressive idea that the county made work very well.

It seemed only logical for the PIC to provide mandated job training services for the county's welfare recipients. The objectives of the employment unit of the Department of Social Services were consistent with those of the Job Training Partnership Act, and welfare recipients are eligible for services under JTPA.

The PIC provides welfare recipients with employment and training services under a subcontract with the department of social services. The private industry council, recently incorporated as a non-profit organization, operates all JTPA employment and training programs and provides assessment, counseling and other services mandated by the social services department. Clients are the major beneficiaries of the situation. A greater number of services can be offered to clients as a result of using both JTPA and welfare funds. For example, social services pays for all assessment services, the salary of an employment adviser who creates an employability plan with each client, as well as reimbursements of child care and transportation costs for classroom training participants. This arrangement leaves the PIC free to devote its money to training.

Charles Ferraro, commissioner of social services for the county says, "The move provided a centralized source of employment services for welfare clients - now people don't get 'lost' in the system." The estimated 2,000 public assistance clients expected to pass through the PIC's doors in the next year won't get lost, although some will return.

All public assistance recipients who are eligible for employment must participate in the program. Over half of the 1,400 clients from the past year were placed, and the council is in the process of putting together a computer tracking program to keep records on their long-term success.

Increasing Services To Clients

Until recently both the department of social services and the service delivery area's employment and training office were units of the county government. In fact, beginning in 1984, they were housed in the same office.

With the recent incorporation, the PIC took over the county's employment and training duties. Most employment and training staff joined the PIC staff to provide JTPA employment services. After nearly four years working with the employment and training staff, social services are thoroughly integrated into the employment and training regimen. Recently the PIC hired two new staff people to provide intensive counseling and motivational training to the long-term

unemployed, a category that includes many welfare recipients.

PIC director Cleaver stresses that the focus of the Chautauqua program is on the long-term employability of the clients on public assistance, "as opposed to getting them into any job as quickly as possible." The number of welfare recipients entering employment, says Cleaver, has increased 30 percent under the merged program, and the number of welfare recipients that the PIC can serve has doubled. In fact, merging the services has changed the face of the program. Some 60 percent of all JTPA clients now receive public assistance -- double the average for the rural service delivery area prior to 1984.

Life Gets Simpler

In program year 1985, the PIC's service funds increased about one third over the Title II-A allocation, but benefits go beyond providing a bigger pie. One advantage of the consolidated program is that it gives the PIC the opportunity to experiment and try new solutions to the problem of long-term unemployment. "By subcontracting these services, we have removed some stumbling blocks and bureaucratic red tape that stood in the way of the development of innovative solutions to the problem," says Commissioner Ferraro. Certainly it has helped the clients.

The welfare/training linkage eliminates steps for the client. Before the PIC took over, clients had to have interviews with several staffers and meet requirements of a number of different systems. For example, General Assistance recipients might have a food stamp job search counselor, a social services employment counselor and a JTPA counselor. Not only would they have to work with three separate individuals, but also with three different systems. Under the centralized system, a client only has to deal with one counselor and one set of rules. The centralized service concept eliminated confusion and duplication for the client.

Program enrollments can be made more quickly, and transitions from one program to another are smoother and more efficient because all programs are administered centrally. No longer do clients need to complete a program with one agency before beginning another. For example, welfare recipients can be enrolled in the private industry council's Job Seeking Skills workshop while the employability plan is being developed without having to wait for a number of forms to be processed. From that point, those who need it can be moved quickly into the basic skills and GED programs funded through the eight percent vocational education monies.

Under the county workfare program, hard-to-employ welfare recipients were assigned to non-profit county agencies to work a specific number of hours in exchange for their welfare assistance grant; this exchange program was often seen by clients as a punishment. Now it can be part of a total employability plan for someone with multiple barriers to employment and is used as the trial employment segment of the plan.

Benefits For All Concerned

Cleaver believes that having the private industry council as the entity providing on-the-job training (OJT) has removed the stigma of public assistance work programs for the public assistance clients. She says that many employers were surprised to learn that they had hired former recipients of public assistance under Job Training Partnership Act funding.

Since the Training and Employment Assistance Program (TEAP), a state grant diversion program, is now administered by the PIC, both OJT and TEAP are marketed together. The state grant diversion program allows part of the

public assistance recipients' payments to be transferred to the employer to subsidize wages. In order to minimize the negative connotations a grant diversion program might have for the employer, TEAP is marketed under what the PIC calls their "Preferred Employer Program." Under this program, clients can continue work when TEAP funds have run out, through the OJT program under JTPA. The PIC's one-page OJT contract includes TEAP as well.

The doubling up of programs provides just the incentive many employers need to hire and train a person on the job. The new arrangement has been advantageous for the welfare department since they did not have staff to develop contracts under TEAP. They've also benefited from the expertise and good employer relations of the PIC's job development staff.

"We don't market on altruism. Our clients are job-ready when they are placed," says Cleaver. She thinks that is the advantage of the council's program and is what brings them return business for placements. In New York, the state general assistance welfare program is paid partially through local taxes. A decrease in the general assistance burden is a benefit to business as well as the newly trained employee.

The PIC has strong ties to the private sector, and most classroom training offered through JTPA is targeted to the specific needs of local employers. The PIC provides intake and eligibility determination, job search assistance, skill training and OJT programs.

When public assistance recipients are ready for these services, they are referred to them, but they probably aren't aware they've crossed the line from welfare to job training funds. On the flip side, those JTPA clients in need of counseling or motivational training may be referred to counseling or services developed under the Social Services Department grant.

Changes to Meet Program Demands

"I don't believe social services is in the business of employment and training but is there rather to provide financial assistance," says Ferraro, explaining why the shift in responsibilities took place. But PIC staff have had to assume one duty long associated with welfare rather than employment and training: determining the effect employment has on a client's welfare benefits, and explaining this impact to the client.

The information is computerized and readily available to counselors and clients. At the time of a job offer, job training staff provide information to the client about the company's health care/benefit package and make sure the client understands any changes in coverage that might occur upon job acceptance. Staff then make sure the client is prepared to deal with these changes. In New York State, a welfare recipient is eligible for up to nine months of extended medical coverage after employment if the employer does not provide health coverage for that period.

One concern the welfare department had about transferring all employment-related services to JTPA was that the PIC staff would not ensure that welfare recipients comply with requirements attached to income maintenance grants.

Unlike caseworkers, JTPA staff were not accustomed to enforcing regulations that had to do with the client's financial support systems. PIC staff had to be given authority to initiate the process that might cause the "willful failures" to lose their grants, and, in spite of the concerns of some welfare staff, PIC counselors have done so.

"Most of our staff come from a professional counseling background, not a case worker background. There isn't an easy way to do sanctions," says Cleaver

The sanctioned clients eventually come back, and maybe after the second, third or fourth visit the counseling and motivational therapy takes hold. Even though their clients are required to participate, the council handles outreach to public assistance recipients in a positive and upbeat way. Outreach letters stress the success, new beginnings, and possibilities available through the PIC program.

For further information, contact: Jane Cleaver, Executive Director, Chautauqua County Private Industry Council, 200 Harrison St., Jamestown, NY 14701, (716) 664-9053.

Wausau, Wisconsin: Expanding Women's Options

This case study originally appeared as an article in the January 1988, (Vol. 5, No. 3) issue of WorkAmerica, *published by the National Alliance of Business.*

From a humble beginning in 1978, The Women's Community, Inc. (TWC), has grown from a small center operated solely by volunteers to a full-service community agency with a staff of 15 employees and 75 volunteers. As a non-profit organization based in Wausau, Wisconsin, TWC offers comprehensive services to displaced homemakers and other low-income women, helping them obtain the degree of job and personal security they seek.

With these goals in mind, and more, TWC strives to increase its clients' job readiness, upgrade their standard of living, and decrease the likelihood that they will return to poverty or abusive situations.

To do so, the center has maintained four key programs: New Options for Women; Sexual Assault Victim Services (SAVS); Domestic Abuse; and Transitional Living. Over the years, these programs have offered such assistance as skill assessment, training and job placement, personal and legal counseling, temporary shelter, along with other services to meet changing needs.

In light of its continued growth, The Women's Community, Inc., has developed an innovative approach to vocational training and job placement in the form of Finishing Touches, a wholly owned, for-profit subsidiary of TWC. Launched in July 1987, Finishing Touches operates with one manager and four crew members. The all-female business obtains contracts for home remodeling and redecorating.

"These are women who have usually been out of the job market for a number of years, and because of death in the family or some other reason, they need to support themselves," states Jackie Bohman, Job Developer for TWC. The Women's Community provides women with direction on how to apply current skills to the job market.

Finishing Touches resulted from years of research and development. "For years, I have worked with local employers, selling the advantages of hiring our graduates for existing jobs," Bohman notes. "Now the greater Wausau community has a new business. As Finishing Touches expands, additional jobs will be available."

For five weeks beginning June 1, an area contractor trained crew members on-site. As a collaborative effort, Finishing Touches received major financial support from a Customized Training Contract, for the four crew members, with the Marathon County Private Industry Council. The Wisconsin Community Development Finance Authority supplied loans to help develop the business, along with local lenders who offered low-interest loans. During the planning stage, Finishing Touches received consultation and assistance from the Wisconsin Community Development Corporation and Wausau's Community Development Department. "Without this assistance and cooperation," says Phyllis Bermingham, Executive Director of TWC, "our dream would not have been realized. The creation of Finishing Touches is a prime example of diverse resources working together to meet identified needs."

And this combined effort is paying off. "I feel very strongly that one reason why

The Women's Community is a success is the linkages we've established with other community resources," says Bermingham. "They have been very supportive of our work and very critical to our success."

The community has certainly welcomed Finishing Touches," she adds, "confirming our initial market research that there was a local need for more quality drywall, paint and wallpaper services. Without a great deal of marketing, the crew has worked almost full-time every week since opening. We have now reached the point where satisfied customers are having their friends call for an estimate. We have also done repeat work for more than one customer." Finishing Touches has completed contracts for general building contractors, private homeowners, and business establishments, with crew members earning $6 an hour.

"Non-profit women's centers providing services such as TWC's traditionally have relied on state and federal funding sources, with additional assistance from coordinated community fund drives and local fund-raising activities," Bermingham states. "In the last few years, the demand for our services has increased dramatically, while only slight increases have occurred in these funding sources, and the competition for these dollars has also increased. The creation of Finishing Touches is an exciting accomplishment which will fill two identified needs: adding five good-paying jobs to the local economy and increasing the financial base of the non-profit."

Although the revenues generated by Finishing Touches are targeted to subsidize a non-profit company, they are treated like the earnings of other for-profit organizations. "Tax exemptions which apply to The Women's Community as a non-profit do not extend to the new firm. Finishing Touches is liable for all state and federal taxes and will operate on an equal basis with other contractors," explains Bohman.

Survival in the Home and Workplace

In addition to a variety of job training services, TWC has a tradition of providing fundamental assistance to victims of assault and sexual abuse. It helps women cope with abusive experiences, and to go on to productive lives and occupations.

The Sexual Assault Victim Services (SAVS) provides crisis intervention and support to families in Marathon County in response to an investigation of child sexual abuse, and provides crisis intervention and support services to adult victims of sexual assault. SAVS gives adults and children access to a 24-hour crisis line, counseling on appropriate medical, police and prosecution procedures, and on-going individual or group counseling. The Domestic Abuse Program helps women who suffer from emotional and physical abuse. This program offers individual and group counseling, as well as legal assistance and temporary shelter.

In addition, the Transitional Living Program provides long-term assistance to abused individuals, beginning at the time an individual leaves an abusive situation to the point of gaining emotional and financial self-sufficiency. Services include individual and group counseling, referral to other community resources, special services for children, and assistance in obtaining adequate, affordable housing for participants.

TWC operates a shelter home for battered women and their children. The shelter, maintained at an undisclosed location, provides food, clothing and personal items. A stay at the shelter may last up to four weeks. Services at The Women's Community are confidential and available without cost for those who are eligible.

For further information, contact: Phyllis Bermingham, Executive Director, The Women's Community, Inc., P.O. Box 6215, Wausau, WI 54402-6215, (715) 842-5663.

Arkansas: Career Resources Program Aims at Self-Sufficiency for Welfare Recipients

This case study originally appeared as an article in the April 1986 (Vol. 3, No. 6) issue of WorkAmerica, *published by the National Alliance of Business.*

"The stereotypes we have about 'welfare types' are just wrong," says Brownie Ledbetter, executive director of Arkansas Career Resources. "They have incredible survival skills. All we have to do is channel them into marketable areas."

In less than two years, Ledbetter has gone from a pilot program for 26 people funded by private donations to a $468,000 program that will work with 300 people this year. The program's goal: to help low-income people get jobs that will keep them off welfare. Seventy five percent of the participants are welfare recipients.

A Carefully Crafted Model

"It's a customized training program that provides a very structured approach," says Skip Rutherford, member of Arkansas Career Resources' board of directors and senior vice president for Arkansas-Louisiana Gas Company. "The participants get structured classes, individual goal setting, personal counseling, and vocational or on-the-job-training. This is a unique public/private partnership. It's dealing with people who are difficult to serve. And it provides a very personal touch to a difficult situation."

The model the program uses is based on the pilot project, crafted to work in a variety of settings. Ledbetter's organization has contracts with five private industry councils and runs the program at nine sites, keeping in mind each council's slightly different goals and requirements. The program begins with a series of four recruitment meetings. Since anyone who wants to participate must attend all four, the process is a form of self-selection.

The second stage is a 12-day orientation, usually occurring four days a week for three weeks. "It's an intensive, group-building process," says Ledbetter, "which aims to develop a cohesive group whose members can support each other. These sessions include assessments of people's strengths and weaknesses in their pre-employment, math and reading skills."

Toward the end of the orientation period, Ledbetter does "a session on the rules." "The givens," she says, "are that three unexcused absences are unacceptable, and three tardies are equal to an unexcused absence." Then she turns the session over to the group, urging them to work out the consequences of "breaking the rules." All but one of the groups have come up with a form of probation that lets people "work off" their problem behavior. "There's a lot of discussion when they work out the rules," says Ledbetter, "and they have a sense of ownership when they're done."

After the orientation, the group begins job-related, personal skills classes. Meeting for three-hour sessions, once a week, these classes address issues such as communications skills, time management, decision-making, task management, risk taking, self-esteem, assertiveness and goal setting. There is no rote curriculum. Each teacher/counselor uses general guidelines to develop an approach that deals with the needs of the group.

The activities fall into the categories of job getting, job keeping, and job changing skills. "We're very clear about what people have to do to progress. We have a chart we use to document their progress. They need to get to the point where they recognize and can verbalize their own strengths and weaknesses. Then the counselor can make individual assignments that help them progress."

The purpose of this segment, which generally lasts several months, is "to quantify and develop personal and social skills that help a person get and keep a job," says Ledbetter. "So many people don't realize they can learn these things. They say, 'this is just the way I am,' without realizing that they can change. We're talking about real behavior change and that can take more than five months."

As participants meet the goals of their individualized career plans, their counselor then evaluates their progress and decides when a participant is ready for vocational or on-the-job training. But before they can begin the actual skills training phase, they must apply for and be accepted into the "career club." Current career club members interview and evaluate applicants to determine if they have met their personal development goals and are ready for training.

The career club functions as a support group for trainees, but members tend to stay on after they're on the job. Ledbetter's staff doesn't run the club; members do.

They establish by-laws, elect officers, decide what they're doing to serve the members. It gives participants something to belong to that is responsive, supportive, and somewhat exclusive. Members receive a monthly newsletter, attend bi-weekly meetings, and share information about their training and job hunting efforts and their work experiences.

Once they've been accepted into the career club, participants are eligible for skills training. The on-the-job training arrangement differs slightly from programs typically funded under the Job Training Partnership Act. "We go to the employer and ask for a charitable contribution," says Ledbetter. "Then we use that money to pay a stipend and fringe benefits."

Because the program operators sign the paychecks, they have a little more leverage when working with the trainees and their supervisors. On-the-job training lasts three to six months. Financial management was relatively uncomplicated during the pilot program, which was financed by donations. Today, four of Ledbetter's five contracts with private industry councils are performance-based. Managing a new non-profit corporation using performance contracts is not easy.

Since the contracts reserve final payment until after placement, Arkansas Career Resources could face a cash-flow crunch. So the organization uses private donations from the Levi Strauss Foundation, the Winthrop Rockefeller Foundation, the Arkansas Community Foundation, and Stevens, Inc., to "get us over the cash-flow humps," says Ledbetter.

Developing acceptable performance goals was also a challenge. The councils with whom she contracts are very concerned about placement, and agreeing on a legitimate placement goal was a point of negotiation. "Our overall placement goal is 58 to 60 percent," says Ledbetter. "And this sounds low to many folks when we first start talking. But what private industry council members just are beginning to realize is that JTPA's performance standards allow them to adjust their goals according to the participants being served."

Economic Development Connections

Because the local unemployment rate runs over 10 percent, Arkansas Career Resources also considers economic development a key employment consideration. The Levi Strauss Foundation, forced to cut back its operations in Arkansas, is particularly concerned with tying the program to economic development. "We're interested in setting up some small business incubators. We have a person on staff who is already talking with business, community and elected leaders to get this underway," Ledbetter says. "If we generate small businesses, we create new jobs for our people."

Board member Rutherford is convinced of the wider applications of the Career Resources.
"In an era of budget cutting and emphasis on help-yourself and the volunteer spirit, programs like this are the pacesetters for the 1990s and beyond," he says.

"The ripple effect of this kind of effort is almost impossible to measure. Certainly business will benefit by helping welfare recipients get jobs. The entire state will benefit. But, most importantly, the individuals will benefit. As they help themselves, they will raise their sense of self-worth."

For further information, contact: Brownie Ledbetter, Executive Director, Arkansas Career Resources, 209 West Capital Avenue, Suite 304, Little Rock, AR 72201, (501) 376-7913.

Charleston, West Virginia: Job Creation Key in West Virginia's Mountains

This article originally appeared in the April 1986 (Vol. No. 6) issue of WorkAmerica, *published by the National Alliance of Business.*

Job training alone won't solve the unemployment problems of women in West Virginia. The state's double-digit unemployment rate means that there aren't enough jobs, regardless of how well-prepared a person might be.

Women and Employment, Inc., a non-profit organization based in Charleston, West Virginia, is dedicated to improving economic opportunities for women. The organization employs a variety of approaches, including a *Rural Economic Development Project*, advocacy efforts, a newly established loan-guarantee fund, and business development training, to change life for West Virginia women.

"The rural nature of the state and our development picture make advocacy so important," says Chris Weiss, the executive director. "If there is a strong economy with an insufficient labor force, then you can train people. When the reverse exists - more people than jobs - and you add stereotypes and discrimination, then you're in trouble. Women and their families are suffering." By any standard, the women who come to Women and Employment need help. Nearly 85 percent earn less than $6,000 a year, and 65 percent are single heads of households.

Non-Traditional Jobs

Women and Employment, Inc., started with a group of volunteers in 1979 who were "interested in the problems women have getting different kinds of jobs. Many women live in poverty because the only jobs available are low wage," says Weiss, "so the group targeted a federally funded construction project for advocacy -- to ensure that women had access to jobs."

And with persistence it worked. "We did have to go to court - although it was settled out of court - to get a plan implemented to get women and minorities" into a major retail construction project that was partially funded with development dollars.

What they learned, according to Weiss, is that the state's economic conditions hurt women, particularly rural women. "We need to be in the business of job creation."

Women can change their economic conditions, stresses Weiss. When your family is suffering, "you get into a real survival mode. These are women whose husbands are unemployed, disabled, or non-existent. Lots of them say, "I will just have to do it myself. I'm going to start a small business."

They may have the determination, but they still need help. Limited access to credit "chokes off development," says Weiss, "and West Virginia's loan-to-asset ratio is the lowest in the country." In other words, West Virginia bankers make fewer loans against their assets than anywhere else in the U.S. The net result is that business development opportunities lack financial resources, and this stifles job creation for men and women.

"My own analysis," Weiss continues, "is that banks are more conservative here. But they also tend to be really small and don't have adequate in-house resources to analyze loans related to business development."

Helping Women Get Started

Women and Employment has two major efforts designed to combat these problems. The first is its small business development program. In addition to running workshops on small business

development, Women and Employment has a business analyst on staff. Working with about 90 people a year, she helps them write loan applications, develop business plans, and take all the steps one needs to set up a business.

"Certain skills are built just by going through the process," says Weiss. "Some will say, 'I can't be bothered by that,' or 'I'm not interested in numbers or paperwork.' The process is self-selecting."

Two active small businesses that got help from Women and Employment are sewing cooperatives, one in Charleston, one in a rural area. The Charleston cooperative of six women provides services such as alterations and tailoring, and they have won a contract with a local restaurant. They are also obtaining training in upholstery and slipcover making through the Job Training Partnership Act. Women and Employment also provides a forum for women business owners to get together, although Weiss notes that there aren't very many of them in the Charleston area.

International Connections

To help with the problem of obtaining credit, Women and Employment set up the totally separate Women's World Banking/West Virginia Affiliate. A part of an international loan guarantee fund, Women's World Banking/West Virginia has counterparts in 33 countries, most of which are third-world nations. The West Virginia program, which became operational in August 1985, guarantees loans, making it easier for women to get credit for business development. Kanawha Banking and Trust is the local lending institution. "We're talking about very small amounts of money -- $500 to $10,000," says Weiss, "but women have trouble getting any kind of credit.

"Those who apply go through our process first, working with our business analyst. We then refer them to the loan review committee. So far, we've made two loans -- one to a rubber stamp business where there was a lack of credit history, the other to a rural distributor of wools. The first has already gotten a loan with a local bank and repaid the guaranteed loan."

In addition, Women and Employment has helped loan recipients make connections with local business support groups such as the chamber of commerce and the Service Corporation of Retired Executives program, sponsored by the Small Business Administration. According to Weiss, those connections are particularly important to those working in rural areas.

A third major element of the organization's rural development project is its research and development activities. Recent studies, produced by summer interns, shape the organization's strategic planning. The relationship between Aid to Families with Dependent Children and economic self-sufficiency was the focus of last summer's activities.

Finally, Women and Employment functions as an information and referral service for women by posting job openings, helping with resumes, and referring women to other resources, such as training under the Job Training Partnership Act.

Weiss's $160,000 annual budget comes from the Ford Foundation as part of its effort to fight rural poverty. The organization generates about 10 percent of its income itself and receives the remainder from church organizations such as the Presbyterian Hunger Foundation and the Coalition for Human Needs. A recent grant from MCI is helping low-income women pay $2,000 for tuition and books to study electronics.

For further information, contact: Chris Weiss, Director, Women and Employment, Inc., 1217 Lee Street, Charleston, WV 25301, (304) 345-1298.

Sturgeon Bay, Wisconsin: Women's Employment Project

Since 1978, the Women's Employment Project (WEP) has helped over 500 women gain employment and self-sufficiency through its Pre-employment Skills for Women program in the counties of Door and Kewaunee. WEP was created in response to local women wanting information about career opportunities and a divorce rate that has produced an increasing number of single female heads of households.

Now funded by the Lake Michigan Private Industry Council through the Job Training Partnership Act (JTPA), the program targets women who fall into the ranks of the poor, the uneducated, the unskilled, and those most in need of the full range of services that WEP provides. Of those entering the program, all are low income; 45 percent are on public assistance; 8 percent are older workers; and 13 percent are handicapped. However, the program is also available to any woman who desires to upgrade her current position, since WEP also functions as an information and resource center.

The initial step in transforming these women into skilled employees is an intensive six-week training course in pre-employment skills and occupational training that helps propel them into the work force in a brief space of time. The pre-employment segment focuses on reversing a pervading lack of self-esteem by developing self-awareness (personal skills), assertiveness, problem solving, goal planning, resume writing, interviewing, and strategies for overcoming typical barriers to employment. Individualized counseling by experienced staff helps make this training a time of personal growth for the participants, most of whom enter the program with low levels of confidence concerning entering the work force.

The second component of training provides four weeks of occupational training in computer literacy, record keeping, fiscal planning, business terminology, sales, information management, and work relationships. Local nonprofit agencies in Door County have provided work sites. This phase gives participants a basic sense of how a business operates and where they can fit in.

At the completion of the program, most clients are placed in a variety of jobs that range from traditional occupations -- many are in tourism, the largest local industry -- to nontraditional jobs, such as carpentry, welding, management and the building trades. A job club is available to those not finding immediate employment or who seek to upgrade their position after initial placement. Leadership training is available to women seeking to enter management level jobs.

A third and crucial part of the program is its broad range of individualized support services. Besides ongoing counseling, WEP offers housing, child care, and transportation assistance; information on educational opportunities; and a daily needs-based allowance to cover additional job-related expenses. Emergency funds for such things as car repairs and utility or rent deposits are also available.

The project has averaged a placement rate of about 75 percent at a cost per placement of around $2,800; average wage at placement is $4.50 per hour. In 1987-88, the program was supported by $95,760 JTPA funds.

Director Joanne Ator credits the program's success to the high degree of flexibility made possible by the variety of training and support services at WEP. Another critical element has been the one-on-one counseling that allows each

woman to explore her career path in a comfortable, supportive environment.

WEP has been featured in a local documentary on the plight of the female working poor. The WEP program identified in the film as an example of what can be done to combat the disenfranchisement of these women who must enter or re-enter the workforce after decades of absence. The film was produced by North East Wisconsin In-School Telecommunications and was broadcast on public television in March 1986.

For further information, contact: Joanne Ator, Director, Women's Employment Project, 11 North 3rd Avenue, Sturgeon Bay, WI 54235, (414) 743-7273

Phoenix, Arizona:
Via de Amistad (Pathway of Friendship)

The Barrio in South Phoenix has, for years, been known as a ghetto for poor Hispanics in Arizona's capital city. Like New York City's Harlem, this neighborhood has suffered from an extremely high unemployment rate and a very low standard of living. Opportunities in housing, education, and employment have been few for those who do not have the training or support to escape from this oppressive environment.

Chicanos Por La Causa (CPLC) was formed in 1969 by a group of frustrated Hispanics who sought to combat this triple threat problem. First funded by a small grant from the Ford Foundation, this non-profit agency has grown to become a multi-million dollar community development agency which serves hundreds each year.

As CPLC became more sophisticated and adept at identifying barriers to a better life for the disadvantaged in Phoenix, it refined its activities into five distinct, though related, areas: administrative, economic development, employment and training, behavioral health, and human development. Though several of the agency's programs overlap in populations they serve, each program focuses on a particular need or group.

The Via de Amistad program focuses on one such group: pregnant and parenting youth, who are mostly females. The majority are Hispanic; 95% are dropouts. An arm of the human development department of CPLC, the program was developed in July 1980 as the organization's directors became aware of the magnitude of teenage pregnancies in Phoenix.

First funded as one of five demonstration projects by a Manpower Demonstration Research Corporation project, Via de Amistad has since become the most successful site through its development of services. It aids over 100 young women each year and has helped over 1,000 such women since its inception.

The program contains several features which deal with the entire range of needs of this special group. Called an integrated family support system, the center offers a free day care center on the premises, tickets for transportation, health services for the mothers and their babies, individual counseling, training in parenting skills and other life-manangement skill, suicide prevention, child abuse intervention, and a foster parent program.

This last component is now in its seventh year and boasts 10 grandmas who provide emotional support and affection to both the youth and their children.

Another important part of this program is the employment-related segment which includes: academic, vocational, and psych-social assessment and counseling, job development, on-site occupational training, and placement services in the areas of record-keeping, clerical, and computer skills.

Basic skills deficiencies are combatted through GED preparation. The combination of remedial and employment-readiness training with supportive services located at the center has provided a comprehensive solution to the multitude of problems that have prevented high-risk youth from gaining self-sufficiency as adults.

Though the array of services is impressive in itself, the program's success can be linked directly to the atmosphere at Via de Amistad. Its warm, nurturing environ-

ment often resembles a home, says director Bertha Salas. The young women and men who come for help are often lacking in self-esteem; almost all have troubled home situations. The youth who come to this organization are looking for a family as much as anything else, says Salas. At Via de Amistad they find it.

The facility maintains an open entry/open exit policy which allows participants to return for further counseling and other services, as needed. The agency is often the only place many of these youngsters can go for help. Like a trusted family member, Via de Amistad offers the support needed to survive the trauma of being pregnant and unemployed at an early age. The staff tracks the progress of each youngster for at least ninety days after leaving the program and longer for those in crisis situations.

Hints for Success:

- Keep youth services separate from adult services to reflect special needs.
- Create an environment that provides emotional support where participants can feel a sense of belonging and affection.
- Maintain a flexible open entry/open exit policy that allows the youngsters to return for aid whenever it is needed.
- Expect failures; the population served is a high-risk group and is especially difficult to serve. Be happy with your successes.

For further information, contact: Angie Vasquez, Program Coordinator, Via de Amistad, 1402 South Central Avenue, Phoenix, AZ 85003, (602) 258-3641.

Allentown, Pennsylvania: PIC of Lehigh Valley Day Care Center

The lack of affordable quality day care can be a major barrier to employment for many poor women. The Private Industry Council of Lehigh Valley, Inc., Day Care Center has been operating since 1977 in response to the child care needs of participants of PIC-sponsored employment and training programs. Since its inception nearly a decade ago, it has evolved into a multi-purpose facility that includes day care for the children of the PIC staff, training for day care assistants, and a pregnant and parenting program for youth, and functions as a model and advisor for area day care agencies.

Located at PIC headquarters in Allentown, Pennsylvania, the Day Care Center is licensed to accommodate ninety children ranging from six weeks to 12 years of age. The Day Care Assistant Training Program was added in 1983. In November of 1985 the Expectant and Parenting Youth Program, was added to the day care center operations in response to the state's request that the problem of teenage pregnancies be addressed at the local level.

This diversity of service has allowed for the generation of revenue that would otherwise not be available to the agency - specifically, fees for staff children (payroll deduction), Child Care Food Program and Title XX Day Care Funding. PIC staff members pay about $45 weekly for each child enrolled in the center; the staff members' children account for one third of all enrolled children.

The Day Care Assistant Training Program instructs individuals to be competent day care assistants. The program runs four months and trains about eight individuals at a total cost of $875 per person. The program received $200,000 in local JTPA Title IIA funds during the 1987-88 program year.

Trainees participate for 30 hours weekly, while they receive hands-on training at the day care center. Participants learn how to implement lesson plans, assess and evaluate children's responses to different activities, and become proficient in the use of flexible teaching methods. Trainees work on a one-to-one basis with children to gain a thorough understanding of the child's needs. Besides the hands-on learning, the trainees also receive classroom instruction in the fundamentals, philosophies, and theories of early childhood education.

Program objectives are to have 80 percent of the trainees complete the program and to have 60 percent secure training-related unsubsidized employment. Since September 1983, eight sessions have been conducted, 47 participants have gone through the program, 38 of whom have secured jobs after successful completion. The goals of the program are to foster self-sufficiency and responsible parenting. Life skills training is implemented to help youth deal with the realities of being pregnant or a parent and becoming contributing members of society.

The Expectant and Parenting Youth Program is also operated at the PIC's Day Care Center. Aimed at economically disadvantaged teenage mothers or mothers-to-be, the program is also open to the young women's parents and the fathers of the babies. Most of those served are those who cannot be accommodated by the school system because of complex personal problems which are compounded by low self-esteem and lack of motivation to achieve; many are from homes where they were sexually

or physically abused. In most cases, the Offices of Children and Youth in both Lehigh and Northampton counties have mandated, through the judicial system, that the girls attend the program.

The Expectant and Parenting Youth programs consists of two components - an education component and a life skills/counseling component. The main priority is to increase reading levels and vocabulary and math skills necessary for daily living. The youths are placed in the GED component when their age and skill levels permit. Vocational training in health, day care, and clerical/data processing are available. Training areas were selected because they are fields in which participants can start at entry level and work up a career ladder. Also, the training time is short -- three to six months -- to help get the participants off to a quick start. After completion, trainees are qualified to work in a nursing home, as a homemaker or health aide, or in an office or child care facility.

Since 1985, 79 teenage girls have participated in the program. Thus far, twelve girls have obtained a GED, fourteen have left the program to accept jobs, and twelve have returned to public school. In program year 1987-88, nineteen young women were enrolled in the program.

A factor vital to the success of these programs has been the creation of task forces made up of members of the community and PIC staff. The Day Care Assistant Task Force, for example, consists of twenty day care providers and local employers, two educational consultants, and the PIC's Day Care Services Manager. During the last three weeks of training, students in the Day Care Assistant Training Program make rotational visits to observe day care programs operated by members of the task force. Additionally, when a task force member has a need for a substitute assistant at his/her day care center, program trainees perform this function at no charge.

Trainees have benefited from the partnership formed by members of the task force and the PIC. It provides good placement opportunities for trainees, most of whom have been hired by the day care providers and employers who serve on the task force. A second task force monitors, evaluates, and guides activities of the Expectant and Parenting Youth Program, acting as an advisory group and overseeing the progress of the program.

The Lehigh Valley PIC is proud of the job it has done in showing how a community can work together with local government to establish programs that make a real difference to those who most need the specialized services that an efficient agency can provide. As PIC Director Martha Phelps puts it, "Representing a solid public/private partnership, utilizing an intricate blend of resources, and providing a unique combination of client, staff, and trainee services, the Day Care Center is a model of coordination and effectiveness."

Hints for Success:

- Select staff who are able to be flexible, nurturing, and objective with children.
- Don't compromise on the program's standards or philosophy for any reason.
- Focus on the child first, and the parent(s), second.
- Recognize your staff's achievements, thus maintaining enthusiasm and commitment.

For more information contact: Cathy N. Calabrese, Deputy Director, Day Care Operations, 1601 Union Boulevard., P.O. Box 2287, Allentown, PA 18001-2287, (215) 437-5627.

Short Takes: Smaller and Specialized Programs

St. Paul, Minnesota: Women's Economic Development Corporation (WEDCO)

WEDCO provides a business consulting service to women who are going into a business or are already in an active business venture. This non-profit organization helps increase the economic self-sufficiency of unemployed and underemployed women.

Women do not need to be refused a loan in order to use their services. WEDCO helps these women prepare presentations to potential financiers, identify investment sources, plan marketing strategies, and plan for future needs and problems.

The agency also maintains a "last resort" loan fund of up to $10,000 for women unable to access conventional funding sources. Participants are charged fees based on ability to pay. To date, WEDCO has worked with over 3,000 women, helped 150 obtain loans ranging from $1,000 to $60,000, and has itself made 80 loans ranging from $300-$10,000.

The majority of participants live in the Twin Cities area, and are single mothers and heads-of-households. Over half have incomes below $15,000. Additionally, about 42% of all participants already operate a business but seek assistance in maintaining or expanding it. Types of businesses involved range from landscaping and snow-plowing to restaurants and consulting agencies.

For more information contact: Kathryn S. Keeley, Director, Women's Economic Development Corporation, Iris Park Place, Suite 315, 1885 University Avenue West, St. Paul, MN 55104, (612) 646-3808.

Albuquerque, New Mexico: New Futures School

Operated by the Albuquerque School System, the new Futures School offers a variety of services to meet the special needs of pregnant adolescents and adolescent parents. Participants, most of whom are single, disadvantaged adolescents are offered educational, health, counseling, vocational, preemployment training, child care, and transportation services.

A young woman may enter the Prenatal Program at some point in her pregnancy and remain until the end of the semester in which her child is born. The Young Parents Center serves school age mothers and fathers who cannot participate in a regular school program. Participants may remain in the Center's programs as long as the need exists and they are working towards a diploma or GED.

Educational services include self-paced high school classes, special education, self-care during pregnancy, and parenting. Employability training teaches participants how to find and keep a job; placement in subsidized private sector jobs follows. Since its inception, the program has served over 4,000 young women; the yearly average is about 450. A comprehensive array of services, combined with service coordination and a nurturing environment, are cited as reasons for the school's success.

In operation since 1970, the program received $788,000 in Vocational Education funds, $31,000 from the New Mexico Department of Human Services, $82,000 in corporate support, and $151,000 in foundation contributions in program year 1987-88.

For further information, contact: Caroline Gaston, Program Coordinator, New Futures School, 5400 Cutler, NE, Albuquerque, NM 87110, (505) 883-5680.

St. Johnsbury, Vermont: Step-Up for Women

The Vermont Department of Education has operated Step-Up for Women, since

1985, as a comprehensive training program designed to place women in non-traditional skilled trades employment. It serves 50 women per year in the Burlington, Northeast Kingdom and Central Vermont areas.

Step-up includes 13 weeks of classroom training which runs three days per week and includes hands-on skill training in three different trade areas, physical conditioning and women's resources. The three training classes taught vary from session to session and have included building trades, including carpentry, plumbing, electrical, and sheet metal work, welding, printing and automotive trades.

Women's resources covers training in job-seeking and job-keeping skills including assertiveness, adaptation to non-traditional work roles, handling sexual harrassment, goal setting, and a historical perspective of women in the trades.

Support services are available through the program, including reimbursement for child care and transportation expenses and financial assistance in buying work tools. The project works with many disadvantaged women who are heads of households and/or displaced homemakers.

Many are victims of domestic violence and most of them are on public assistance. After training, many women enter unsubsidized employment, and some go on to further training in on-the-job training programs with private employers.

During program year 1987-88 Step-Up received $160,000 in JTPA Title II-A funds from the State of Vermont. The program achieved a placement rate of 80%. The particpants earned an $5.16 an hour at placement on average. The cost per participant was $2,962.

For further information, contact: Ronnie Sandler, Project Director, Vermont Step Up, 1 Prospect Avenue, St. Johnsbury, VT 05819, (802) 748-3308.

Pittsburgh, Pennsylvania:
Venture Concepts

In its first year of operation, this program helped 28 JTPA-eligible women become entrepreneurs; many of these women were welfare recipients. Training was divided into three sections: the essentials of business, writing a business plan, and completing the necessary steps in opening a business.

The participants began by defining and refining their ideas and then learned how to make cash-flow projections, organize budgets, deal with employees, and understand the legal aspects of owning and operating a business. The training was assisted by local bankers, lawyers, accountants, and small business owners.

Besides working with the participants' work plans, the volunteers also provided assistance with such things as locating affordable office space and special equipment. Some of the resulting ventures are: a catering company, a day care center, a firm that provides products and services to the handicapped, and a cosmetics designer. The program has been operated by Greater Pittsburgh YWCA since 1984 with local Job Training Partnership Act funding.

For further information, contact: Henry Lauretta, Director, Venture Concepts Program, Greater Pittsburgh YWCA, 305 Wood Street, Pittsburgh, PA 15222, (412) 391-5100, ext. 249.

St. Paul, Minnesota:
Putting It All Together (PAT)

Putting it All Together (PAT) prepares low-income St. Paul mothers (who are single heads of households) for full-time jobs or training programs to help them become self-sufficient. During a three-day workshop, self-defeating myths and behaviors are examined, financial needs and skills assessed, resumes developed,

business clothes provided, and practice interviews conducted.

A volunteer support sister works with each participant until the client is placed in a job, and then maintains contact for at least six months after initial employment. Other services are: free on-site child care and transportation assistance during PAT training; a no-interest loan fund through the McKnight Foundation, which lends up to $500 for such needs as cars, apartment and utility deposits and business wardrobes (To date, over $91,000 has been loaned to 324 women.). Emergency grants for care of sick children are available to participants during first four months of employment.

Operated by St. Paul's Episcopal Community Services agency since 1983, the program received $139,800 in private funding during program year 1987-88.

For further information, contact: Barbara J. Rollins, Executive Director, Putting it All Together, 60 Kent Street, St. Paul, MN 55102, (612) 291-8553.

New York, New York:
Enhanced Work Experience

In operation since October of 1984, this program trains welfare recipients in clerical occupations, places them at eight public sector work sites for on-the-job-training, and then helps them find employment. Most participants are minority females and heads of households; all are on public assistance. Of 400 current enrollees, 274 receive AFDC, and 126 receive home relief. Participants receive a daily allowance of four dollars for meals and transportation.

Applicants are screened by RCA, which also provides pre-employment training, job seeking assistance, and occupational training. The 20-week course alternates four weeks of classroom training at RCA with six weeks on-site training and an additional six weeks of classroom training to review interviewing techniques and then placement. Some of the sites are: the Port Authority, New York City Departments of Labor and General Services, New York State Substance Abuse Department, and a local hospital.

The program is administered by the the New York City Human Resources Administration and has achieved a placement rate of 65 percent during program year 1987-88, using local Job Training Partnership Act funds at a cost per placement of $2,005.

For further information, contact: Patricia Barker Kisha, Manager of Placement, RCA Training and Placement Services, 221 W. 41st Street, New York, NY 10036, (212) 736-4445, or Indergit Singh, Director of Contract Management, 109 East 16th Street, Room 404, New York, NY 10003, (212) 420-7173.

Appendix A
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Mr. David D. Owens, Director
Bureau of Public Assistance
Department of Pensions
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ALASKA
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Department of Health and
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Program Manager
Division of Economic
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CALIFORNIA
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Employment and Community
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COLORADO
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Division of Work Programs
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CONNECTICUT
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Job Connection Program
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Maintenance
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Work Programs Manager
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Department of Health
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Department of Health and
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Appendix B
Selected Bibliography on
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